

UNIVERSITY GRANTS COMMITTEE

Report of the Sub-Committee on  
**ORIENTAL, SLAVONIC,  
EAST EUROPEAN AND  
AFRICAN STUDIES**



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## TERMS OF REFERENCE

“ To review developments in the Universities in the fields of Oriental, Slavonic, East European and African Studies, consequent upon the recommendations made in 1947 by the Inter-departmental commission of Inquiry presided over by Lord Scarbrough; and to consider, and advise on, proposals for future developments.”

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## FOREWORD

by SIR KEITH MURRAY

The University Grants Committee decided in 1959, after consultation with the Government Departments and others concerned in the development of Oriental, Slavonic, East European and African Studies, that the time had come for a review of the developments which had taken place in the Universities in these fields following the Report of the Interdepartmental Commission of Inquiry, presided over by the Earl of Scarbrough, which was published in 1947.

The Committee therefore appointed a Sub-Committee under the chairmanship of Sir William Hayter to carry out this review. The Sub-Committee started work in January, 1960, and presented their report in May, 1961.

In publishing the Report, the Committee wish to record their very great debt of gratitude to Sir William Hayter and his colleagues for the time that they have devoted to this work and for carrying it out so thoroughly and so expeditiously.

The Universities are drawing up this summer their plans for development for the next quinquennium, 1962-67. A copy of the Report was sent immediately on its receipt to each of the Universities so that they could take account of it in framing any proposals which they might have for the development of these studies.

The Committee will be examining this valuable and timely Report; and their assessment of the proposals of the Universities for the next quinquennium and, later, their allocation of the funds put at their disposal by the Chancellor of the Exchequer will be materially assisted by it.

The Committee would like to associate themselves with the Sub-Committee in their tribute to the work of the Secretary, Mrs. Layton. They are most grateful to her for the part which she played in ensuring the success of this study.

*June, 1961*

## CHAPTER I

### THE WORK OF THE SUB-COMMITTEE

1. The Sub-Committee was appointed in January, 1960. It completed its investigations in May, 1961. During this period it visited all the universities and university schools which had received earmarked grants except Hull, where the single appointment made as the result of the recommendations of the Scarbrough Commission had been discontinued. It also visited a number of other institutions whose work in this field had grown since 1947. The complete list of the universities and institutions visited by the Sub-Committee is as follows:

Birmingham	London:
Cambridge	Institute of Advanced Legal Studies
Durham	Institute of Commonwealth Studies
Manchester	London School of Economics and
Nottingham	Political Science
Oxford	School of Oriental and African Studies
Aberdeen	School of Slavonic and East
Edinburgh	European Studies
Glasgow	
St. Andrews	

Evidence in writing was received from the following universities and university colleges:

Bristol	Aberystwyth
Hull	Bangor
Leeds	Cardiff
Leicester	Swansea
Liverpool	London:
North Staffordshire	Birkbeck College
Sheffield	University College
Southampton	Institute of Archaeology
Sussex	Institute of Education

#### Visit to North America

2. The Sub-Committee was fortunate to receive an invitation from the Rockefeller Foundation to visit North America in April, 1960, and see for itself the developments in Oriental, African and Slavonic Studies which have been taking place there. Members of the Sub-Committee visited 12 universities, 10 in the United States and 2 in Canada. They learned a great deal which was of interest and value for developments in Great Britain. These findings are discussed in Chapter IX. The Sub-Committee is grateful to the Rockefeller Foundation for this opportunity of comparing the methods and experience of the two countries. It found the tour most stimulating.

#### Demand for linguists

3. Shortly before the Sub-Committee was appointed an inter-departmental committee under the Chairmanship of the Foreign Office was set up to consider

those matters related to the Scarbrough Commission's Report which fell outside the responsibility of the universities. The most important of these was the demand for linguists with a knowledge of Oriental, African and Slavonic languages in government departments, allied organisations such as the British Council and the British Broadcasting Corporation, industry and commerce. The findings of this Committee became available early in 1960 and our Sub-Committee was asked to take them into account in making its recommendations. In view of the Foreign Office inquiries it was considered unnecessary for the Sub-Committee to initiate investigations into the demand for linguists on its own account.

4. In the Autumn of 1960 a Committee was set up by the Minister of Education and the Secretary of State for Scotland to consider the need for improving and extending the teaching of Russian in the schools and establishments of further education. This Committee which is under the Chairmanship of Mr. N. G. Annan, Provost of King's College, Cambridge was only in the earlier stages of its inquiries when our Report was drafted. We have, however, had the benefit of informal discussions and of some preliminary information obtained by the Committee on the demand for Russian linguists outside the universities. Mr. F. W. D. Deakin was also a member of both Committees and has been able to effect a liaison between the two.

5. We were anxious in particular that our proposals on the teaching of Russian to university students should be flexible enough to be dovetailed with any scheme put forward by Mr. Annan's Committee for the training of teachers and sixth form pupils. We have therefore tried to avoid making our proposals for Russian too specific on the question of pre-entry training. The needs of the schools and the universities overlap in the sixth form and we did not wish to suggest a duplication of teaching arrangements.

#### Scope of the Sub-Committee's inquiries

6. In accordance with its terms of reference the Sub-Committee has attempted to do three things:

- to ascertain the progress which has been made in Oriental, Slavonic and East European and African Studies since 1947 and to describe the influences working for and against this progress;
- to re-assess in broad terms, and in the light of national and international developments since 1947, the need for university activity in these fields and the direction in which these studies should be moving in the next few years;
- to recommend measures to help the universities to fulfil their functions in these fields;

The first of these objectives is covered in Part I of our Report. Chapters III to VI deal with the Report of the Scarbrough Commission and the period 1947 to 1960. Part II covers the assessment of past progress and present needs. Part III deals with our recommendations for the future.

## CHAPTER II

### SUMMARY OF FINDINGS

1. The Report of the Scarbrough Commission and the earmarked grants which followed it gave Oriental and Slavonic studies a new impetus. Between 1947 and 1952 the number of staff in the Oriental departments which received earmarked grants increased rapidly from 95 to 220, and in the Slavonic departments from 26 to 60. The number of students increased very little. (Chapter IV.)

2. This expansion came to an abrupt halt in 1952 with the ending of earmarked grants. Only 23 more posts in these Oriental departments were filled between 1952 and 1960, of which 19 were at the School of Oriental and African Studies. The number of posts in the Slavonic departments which received earmarked grants rose from 60 to 77. This was a much slower rate of growth than in the earlier period, but it was spread more evenly over the various universities than in the case of Oriental Studies. (Chapter V.)

3. The most difficult years were 1952 to 1957. After 1957 there was a gradual revival. In this the increase in student numbers was the most significant factor. In the provincial universities interest in Russian has increased rapidly since 1957. Thirteen universities in all are now teaching Russian, and 8 more plan to do so in the next quinquennium. In Oriental languages the increase in student numbers is mainly in Arabic and Chinese. While the increase is encouraging, total numbers are still small. (Chapter V.)

4. The Sub-Committee regards the overall pattern of development of Oriental and Slavonic studies as disappointing. Progress in studies related to countries within the Commonwealth has been rather more encouraging, but by and large interest in eastern Europe, the Middle East, South-East Asia and the Far East is confined to the language departments. The study of these regions barely enters into the work of the non-language departments. Within the language departments themselves the proportion of work devoted to modern studies is small, and there is little attention given either at undergraduate or post-graduate level to these countries as living societies. In some departments interest in modern languages has grown very slowly although there has been some improvement in the last year or two. (Chapters VI and VIII.)

5. Great changes have come over the world in the last 15 years. The political centre of gravity, which up to 1939 was in western Europe, has now moved outwards, east, west and south. The British educational system has taken little account of this move and is still centred on western Europe, with an occasional bow to north America and the Commonwealth. This seems to the Sub-Committee anachronistic. It is the central point of the Sub-Committee's recommendations that the universities should now be encouraged to pay more attention to studies related to Asia, Africa and eastern Europe. (Chapter VII.)

6. The Sub-Committee does not think that the main expansion of these studies should be in the language departments. It is in the history, geography, law, economics and other social science departments and faculties that the new developments should take place.

7. The Sub-Committee has had three objectives before it:

- (i) to expand the total quantity of research being done in the universities about the countries of Asia, Africa and eastern Europe;

- (ii) to increase the number of students outside the language departments who come into contact with the ideas, history and problems of the non-western world;
- (iii) to achieve a better balance between linguistic and non-linguistic studies, and between classical and modern studies. (Chapter X.)

8. The first objective would increase the total amount of knowledge about these regions in Great Britain. This is very inadequate at the present time. The second objective would produce a better informed public about these regions and encourage more students to undertake post-graduate work on them. The third objective would result in more study of these areas as living societies and more teaching of the modern languages. (Chapter X.)

9. Our main recommendations are directed to achieving these three objectives. They do not rely on an expansion of the language departments as such, except where the demands of students or the needs of other departments require it. (Chapter X.)

10. We have made six principal recommendations:

- (i) We recommend the creation of a fund, which would serve as a pool on which universities could draw for new appointments up to a total of 125 spread over 10 years. The pool would be available for posts in the history, geography, economics, law, anthropology or other non-language departments or for posts held jointly with the language departments. Each grant would be for five years, and would enable a lecturer to specialise in his own discipline on one of the areas in which the Sub-Committee is interested, to learn the language and to visit the area. (Chapter XI.)
- (ii) Complementary to this we also recommend the creation of 100 post-graduate awards, averaging 10 a year for 10 years. These awards would be similar to, but separate from the Post-graduate Awards in Arts of the Ministry of Education. These awards are intended to encourage students in the non-language departments to specialise within their own disciplines on one of these areas of the world, to learn its languages and to travel to it. We are satisfied that the present system of awards does not give sufficient inducement to students to move out from the more familiar fields covering western Europe. (Chapter XII.)
- (iii) We should like to see the setting up of 6 or 8 new centres of "area studies" on lines similar to those in America. Such centres could bring together teachers and research students from different disciplines to specialise in studies related to the same area or region. We also recommend further support for similar developments which have already been started in three universities. (Chapter XIII.)
- (iv) There are special difficulties in teaching students a language at the university which they have not studied, or have studied insufficiently at school. To overcome these difficulties the Sub-Committee recommends the organisation of intensive language courses either before entry or in the first year. Similar facilities are needed for post-graduate students. (Chapter XV.)
- (v) We recommend that the universities include in their estimates sums sufficient to allow staff specialising in Oriental, African and Slavonic or eastern European studies to travel to their area of study at least once every 5 to 7 years. We consider that the lack of interest in modern studies and languages is partly due to the lack of contact with these

countries. Lack of contact has drained the vitality of many of these studies. (Chapter XVI.) (Travel grants to post-graduate students would be covered by the post-graduate awards. See ii above.)

- (vi) An expansion of modern and non-linguistic studies is likely to lead to a greatly increased demand for books and the Sub-Committee recommends special grants for this purpose as well as co-operative action for buying and cataloguing. Capital grants for library building for the School of Oriental and African Studies and the School of Slavonic and East European Studies are given a high priority. (Chapter XVII.)

11. We believe that these six recommendations and some others of lesser importance would go a long way towards bringing the study of the non-western world into the main stream of university life. It would also provide the nation with the fundamental knowledge about these countries without which Great Britain cannot play an effective part in world affairs.

12. The universities cannot effect this transformation unless the special support we propose is sustained for at least 10 years. The growth of Oriental and Slavonic studies suffered a severe blow in 1952. We urge a greater consistency of purpose for the next decade.

13. We estimate that the cost of our proposals would rise gradually to nearly £300,000 p.a. by the end of the 1962-67 quinquennium. In addition small capital grants would be needed for the new centres of area studies, and larger capital grants for the library buildings of the School of Oriental and African Studies and the School of Slavonic and East European Studies. (Chapter XVIII.)

## Part 1: The Facts

### CHAPTER III

#### THE SCARBROUGH COMMISSION

1. The report of the Interdepartmental Commission of Enquiry on Oriental, Slavonic, East European and African Studies,\* presided over by the Earl of Scarbrough was the starting point of the Sub-Committee's inquiries. Much of the pattern of Oriental, Slavonic, east European and African studies in the universities in 1961 is due to the encouragement given to them by the Commission in 1947 and to the special financial support available for selected universities as the result of the recommendations of the Commission. It is, therefore, appropriate to give at this point a brief account of the Commission's views and proposals.

2. The Scarbrough Commission's terms of reference embraced a much wider field than those given to this Sub-Committee, and included all educational institutions in Great Britain, training for careers, civil service examinations and other matters. The account which follows is concerned only with those of its proposals which covered the universities.

##### **National importance of these studies**

3. The Commission laid great stress on the importance of Oriental, Slavonic and African Studies for the cultural, political and economic future of this country. The 1939-45 war had extended the range of contact between Great Britain and eastern Europe and the countries of Asia and Africa, and the importance of maintaining and increasing these contacts was very apparent. The war had also made clear the deficiencies in the numbers of people available to provide expert knowledge about these parts of the world, their languages, economy, political institutions, and cultures.

4. The Commission considered that the scale of university teaching and research in these fields was inadequate to meet the needs of the nation in the broadest sense. Despite the long-standing concern of those who were well-informed and interested in these countries, provision in the universities was limited mainly to isolated posts and small departments. The distinction of many of the holders of these isolated Chairs had concealed the inadequacy of the support given to these studies. The Commission observed that these studies:

"... have lacked both adequate endowment and a sufficient degree of thought and planning to establish them on a permanent basis within the normal educational range of our Universities.

Failure to give the special attention and assistance, which these studies require, has resulted in a vicious circle. The parsimonious scale of university establishments and the lack of a continuous tradition of scholarship have meant that few students were attracted, and the hesitant trickle of those who were gave little encouragement to university authorities to provide a greater variety of teaching" (page 23).

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\*H.M.S.O. 1947

## Defects of the position in 1947

5. The Commission considered that there were six principal causes of the unfavourable situation they found at the end of the war (page 22). These were:

- no systematic organisation for the development of these studies;
- neglect of non-linguistic studies;
- lack of contacts and travel abroad for teaching staff or those doing research;
- limited opportunities for research;
- incomplete libraries;
- failure to attract students.

6. To overcome these difficulties the Commission held that the most important objective was to build up "... an academic tradition comparable in quality and in continuity with those of the major humanities and sciences" (page 69). To achieve this its main recommendations aimed at:

- the development of stronger university departments with more staff and funds provided specially for this purpose;
- a concentration of development in a limited number of universities;
- the maintenance of a balance between languages and related subjects and between classical and modern studies.

7. The Commission also wished to see more travel abroad by staff and post-graduates students, and a more generous allocation of funds to libraries.

## Building up of strong departments

8. The Commission regarded as its main proposal the building up of strong departments in the place of the various isolated Chairs which then existed. In making this suggestion it was not deterred by its expectation that the number of undergraduates was likely to be small. It recognised that universities might normally hesitate to adopt such a policy, but it considered that the national importance of these studies and the need for much more research justified exceptional treatment (page 29).

9. To underpin the expansion of departments it recognised that additional annual expenditure would be needed, and estimated that this would rise to £225,000 by the end of the first five years and that universities would need to incur a further £225,000 p.a. by the end of ten years. Capital expenditure would also be required for new premises to house this expansion. And as competent staff would not be available to man the growth of departments the Commission recommended that there should be a special scheme of Post-graduate Studentships. It proposed that 195 awards should be made, divided between the various regions as follows:

Oriental studies	...	...	100
African studies	...	...	50
Slavonic studies	...	...	45
<hr/>			
Total	...	...	195
<hr/>			

These were to be awarded over a five-year period (page 39). The details of the scheme for Treasury Studentships for post-graduates, which was the outcome of this recommendation, are described in Chapter XII.

#### Concentration of development

10. The importance of having strong departments involved a policy of concentration. The Commission therefore made suggestions about the universities in which these developments might take place. It opposed the complete concentration in any one university of the study of any of the main regions. An exception to this was the study of the more unusual Oriental and African languages, which could not with advantage be dealt with in more than one university.

11. It proposed that the developments should be distributed along the following lines, and subject to discussions between the universities and the University Grants Committee (page 38):

#### A. ORIENTAL STUDIES

##### (a) *Near and Middle Eastern Studies*

Oxford, Cambridge, London; Durham or Manchester (possibly in conjunction with Liverpool) and one or two Scottish universities.

##### (b) *Indian and Sinhalese Studies*

Oxford, Cambridge, London and one other English university.

##### (c) *Far Eastern Studies*

Oxford, Cambridge and London, and two other universities, one in the north of England and one in Scotland.

##### (d) *South East Asian Studies*

Languages in London. Other studies perhaps also in Oxford and Cambridge.

#### B. SLAVONIC STUDIES

##### (a) *Russian Studies*

Oxford, Cambridge, London, one other English university, and Glasgow.

##### (b) *Slavonic and East European Studies*

Oxford, Cambridge, London, Glasgow, Liverpool and Birmingham.

#### C. AFRICAN STUDIES

Languages to be concentrated in London. Colonial studies in Oxford, Cambridge, London, and two other universities, one in Scotland and one in England.

12. The section on African studies ends with the suggestion that "... favourable consideration might be given to the applications from other universities for strengthening facilities for Colonial Studies, particularly in the departments of modern history, geography and anthropology."

13. It is interesting to observe the relative importance implicitly given by the Commission to Slavonic, Oriental and African studies. While there is explicit recognition of the need to study Russia and eastern Europe, the scale of activity in Slavonic studies in the universities was so small at that time and the traditional links with eastern Europe so much weaker than with the East and the Colonial Empire that these studies inevitably seemed less important. The comparative scale of activity and the Commission's estimates of growth are shown very clearly in the numbers of post-graduate awards which it recommended—150 for Oriental and African studies and only 45 for Slavonic studies. As later parts of our Report will show the growth of these studies has not, in practice, corresponded with the underlying assumptions of the Scarbrough Commission, for international reasons most of which the Commission could not have predicted.

#### Balance between language and other studies and between classical and modern studies

14. The third group of recommendations was concerned with the content of the courses. The Commission placed great emphasis, as did some of the witnesses, on the need to:

- increase the development of non-linguistic subjects, which had hitherto been neglected, and to reduce the insistence in language departments on philological studies;
- encourage greater study of the living present, which had been neglected in many subjects, because of the concentration on the classical past. It was thought that the emphasis on classical studies might have had a deterrent effect upon the numbers of potential students;
- increase the integration of Oriental, Slavonic and African studies with those of other departments. It was considered that the first step should be for graduates in other subjects, such as history, to turn their attention more often to the Oriental, Slavonic and African fields.

15. The post-graduate awards were considered to be one means to achieve the third of these aims. The other two, it was hoped, could be achieved by a reorientation of the language departments themselves.

#### Earmarked grants

16. To give direct encouragement to development along the lines which it had suggested, the Commission recommended the use of earmarked grants to the universities concerned. Since the words used by the Commission are important they are given in full:

“For an initial period we think that it would be well that the financial assistance destined for this purpose should take the form of special earmarked grants.

We do not, however, think it necessary or even desirable that this arrangement should be a permanent one and we should hope that in due course, when the programme of development is nearing completion, the earmarked grants might be merged with the block grants . . .” (page 46).

#### Travel abroad

17. The Commission stressed the importance of frequent contact with the countries concerned. It was anxious about the lack of contact, due to shortage of funds for travel, which then existed. Staff who might not have travelled to the country of their study for ten or twenty years became out of touch with changes in the living language and with social and political developments.

“There is a great difference between a department which is continuously refreshed by first-hand contacts with the country with which it deals and one which is not able to keep abreast of these new tendencies” (page 34).

18. To overcome the isolation, due to lack of travel abroad, the Commission recommended an additional annual expenditure from public funds of £25,000 to £30,000 a year to enable university teachers to travel more easily.

#### Acceptance of the Commission's recommendations

19. The Government accepted in broad terms the recommendations of the Commission as far as they affected the universities. The most specific recommendations which involved financial assistance by means of earmarked grants and post-graduate awards were agreed. Universities were invited to submit their

proposals on the lines of the objectives set out by the Scarbrough Commission. A Committee was set up by the Treasury to administer the post-graduate awards.

20. Thus at the outset of the new quinquennium of 1947-52 the prospects for the development of Oriental, Slavonic and east European and African studies seemed set fair. Plans were quickly drawn up for development and the morale of the staff in the departments selected for expansion rose to a high level.

## CHAPTER IV

### THE FIRST QUINQUENNium 1947-1952

1. The years between 1947 and 1952 were the most encouraging that the Oriental departments had ever known. During this period many of them were able to recruit staff on a scale hitherto un hoped for, to improve some of their buildings, particularly those for libraries, and to fill in some of the gaps in their library collections. They also received contributions through the earmarked grants towards the costs of publication of texts, grammars, dictionaries and other aids to teaching. It was an exciting period of growth; in retrospect it has some of the aura of a honeymoon. For the Slavonic departments the period was one of more modest encouragement.

#### Earmarked grants for Oriental and African studies

2. Seven universities were selected for the earmarked grants to cover Oriental and African studies. They were:

Cambridge*	Oxford*
Durham	Edinburgh
London (S.O.A.S.)	Glasgow*
Manchester*	

The distribution of the grants is set out in Table IV A. This covers recurrent and capital grants. By the last year of the quinquennium the annual grants had reached £200,000 a year, of which 70 per cent went to the School of Oriental and African Studies. Further capital sums totalling nearly £47,000 were given for the purchase of books, furniture, equipment and in a few cases for buildings. The expansion which took place during the quinquennium was almost entirely financed from these earmarked funds.

3. With the exception of the School of Oriental and African Studies and two isolated appointments of lecturers in African studies the new posts were for staff concerned with Asia and not with Africa. The account in this and the next chapter does not include the growing interest and activity among historians, economists, anthropologists and others concerning the underdeveloped countries, including Africa. These were not affected by the "Scarborough" grants. They are discussed separately in Chapter VI.

#### Earmarked grants for Slavonic and East European studies

4. Nine universities were given earmarked grants for Slavonic and East European studies. They were:

Birmingham	Nottingham
Cambridge†	Oxford†
Hull	Aberdeen
London (S.S.E.E.S.)	Glasgow†
Manchester†	

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\* Also received earmarked grants for Slavonic studies.

† Also received grants for Oriental and African studies.

TABLE IVA  
Oriental and African Studies  
EARMARKED GRANTS 1947-52

University	Grants Approved*						
	Recurrent Grants						Capital Grants
	1947-48	1948-49	1949-50	1950-51	1951-52	Total	1947-52
	£	£	£	£	£	£	£
Cambridge ...	1,500	13,000	15,000	18,000	21,000	68,500	18,350
Durham ...	—	2,000	4,000	6,000	8,000	20,000	13,500
London (S.O.A.S.) ...	50,000	95,000	110,000	125,000	142,000	522,000	—
Manchester ...	1,000	8,000	9,500	11,000	13,000	42,500	—
Oxford ...	2,500	6,000	7,000	8,000	9,000	32,500	14,400
Edinburgh ...	—	—	1,000	2,000	3,000	6,000	500
Glasgow ...	—	1,000	2,000	3,000	4,000	10,000	—
Total	£ 55,000	125,000	148,500	173,000	200,000	701,500	46,750

\* Not all these grants were spent within the quinquennium.

5. Table IVb shows the distribution of the grants between the different universities. By the end of the quinquennium the additional grants had reached some £50,000 a year. Of this the School of Slavonic and East European Studies in London was receiving over 40 per cent. The allocation to Hull was for the appointment of a lecturer in Finnish; this post has since been discontinued. The allocation to Aberdeen was for the appointment of a lecturer in Modern Greek.

TABLE IVb  
Slavonic and East European Studies  
EARMARKED GRANTS 1947-52

University	Grants Approved*						
	Recurrent Grants						Capital Grants†
	1947-48	1948-49	1949-50	1950-51	1951-52	Total	1947-52
	£	£	£	£	£	£	£
Birmingham ...	1,275	1,350	1,425	1,500	1,600	7,150	—
Cambridge ...	1,500	6,000	7,000	8,500	10,000	33,000	19,000
Hull ...	—	525	575	625	700	2,425	—
London (S.S.E.E.S.) ...	10,000	12,500	15,000	17,000	20,000	74,500	23,500
Manchester ...	750	2,500	2,650	2,850	3,000	11,750	—
Nottingham ...	200	450	500	550	600	2,300	—
Oxford ...	1,000	4,000	4,500	5,500	7,000	22,000	9,875
Aberdeen ...	—	650	725	800	900	3,075	—
Glasgow ...	500	3,000	4,500	5,500	6,000	19,500	—
Total £	15,225	30,975	36,875	42,825	49,800	175,700	52,375

\* Not all these grants were spent within the quinquennium.

† In 1952 non-recurrent grants of £6,875, £6,750 and £7,000 were approved for Oxford, London and Cambridge respectively towards the cost of producing certain text books for teaching languages in the field of Slavonic and East European studies.

Otherwise the appointments were in the languages and studies more usually associated with this field. In addition capital grants totalling £52,000 were approved.

6. The Scarbrough Commission had estimated that the universities would need an additional annual income of about £225,000 by the end of the quinquennium if these studies were to expand in a healthy way with a further £25,000 to £50,000 annually for travel grants. It will be observed that by 1950-51 the allocation of the recurrent grants more or less corresponded with the Scarbrough target. This expenditure should also be compared with the total recurrent grants for all purposes during the same quinquennium (Table IVc). The proportion devoted to Oriental, African and Slavonic studies was 1.5 per cent of the whole.

TABLE IVc  
Total recurrent grants and "Scarbrough" earmarked grants

	1947-48	1948-49	1949-50	1950-51	1951-52
	£	£	£	£	£
Total recurrent grants (including earmarked grants)	8,850,455	10,317,775	13,635,470	15,222,408	16,600,113
<i>Earmarked Grants</i>					
Oriental and African Studies ...	55,000	125,000	148,500	173,000	200,000
Slavonic and East European studies ...	15,225	30,975	36,875	42,825	49,800

#### Expansion of Oriental and African studies

7. The distribution of the earmarked grants more or less followed the recommendations of the Scarbrough Commission except that both Durham and Manchester received grants for Middle East studies, whereas the Commission had recommended the alternative of Durham or Manchester (possibly in con-

TABLE IVd  
Oriental and African Studies  
STAFF

	46-47	51-52	56-57	59-60
1. <i>Universities which had had earmarked grants</i>				
Cambridge ... ..	9	32	32	32
Durham ... ..	1	9	11	11
London (S.O.A.S.)* ... ..	62	136	142	155
Manchester ... ..	7	13	14	12
Oxford ... ..	12	20	21	22
Edinburgh ... ..	4	9	10	10
Glasgow ... ..	—	1†	1†	1†
Total ... ..	95	220	231	243
2. <i>Other Universities or Schools</i> ...	21	34	38	41

\* These figures represent strength not establishment. For the difference between the two see Chapter V.

† African studies.

junction with Liverpool). In Scotland Edinburgh received special support for Near East studies and Glasgow for African studies. St. Andrews which had been eager to establish a School of Near-Eastern Studies was excluded from the number of universities selected for grants.

8. The direct effect of the grants emerges most clearly in the numbers of staff recruited during the quinquennium. These are set out in Table IVb. During the quinquennium the total number of staff more than doubled from 95 to 220, with the most notable increases in London and in Cambridge. This was a striking change.

#### The School of Oriental and African Studies

9. The figures reveal the outstanding position of the School of Oriental and African Studies both at the beginning and the end of the quinquennium. The numbers of staff outnumbered those at all the other universities combined. Before the war the School had been in the main a research institution and an imperial training centre and was somewhat isolated from the main stream of university life. The academic staff numbered about 40. The School submitted ambitious proposals for expansion to the Scarborough Commission in 1945. It had already made considerable progress before the new quinquennium started. This had been done with the support of the University, benefactions from oil companies and increased responsibilities for training for the Colonial services.

10. The effect of the large earmarked grants was to increase the School's rate of growth and to broaden the range of its work. The size of the increase in new academic posts meant a striking enlargement of the activities of the School. Departments of Law and Cultural Anthropology were added during the quinquennium, and the School was formally recognised as a School of the University. The School's stated aim was to maintain a proper balance between linguistic and cultural studies and between their classical and modern aspects. Out of 123 new posts created between 1946 and 1952, 40 dealt with cultural subjects and 40 with modern languages. These new posts brought about a great strengthening of activity in the fields outside the older orientalist tradition of classical language and literature. The effect was to set the School on a new course rather different from that of most other Oriental departments.

11. Some impression of the size and range of the School's activities may be gained from a few examples of the principal languages and other studies which it covered and the number of staff involved by 1951-52.

<i>Languages</i>	<i>Number of Staff</i>	
Arabic	8	
Chinese	13	
Modern Hebrew	2	
India, Pakistan, Ceylon	17	
Japanese	7	
Persian	5	
S.E. Asian	9	
African Languages	13	
<i>Other Studies</i>	<i>Asia</i>	<i>Africa</i>
History	16	3
Law	5	1
Phonetics and		
Linguistics	17	2
Anthropology	3	1

## Cambridge

12. The proposals drawn up by Cambridge and submitted to the University Grants Committee covered a 10-year period of expansion. This 10-year spread was worked out partly for financial reasons and partly because it was not expected that enough suitable candidates for the new posts would be available in the first five years. The plans included subjects which were not then represented in the Faculty including Oriental History, Law, Religion, Philosophy, Archaeology and Art. The timing of the new appointments was uncertain. Some 49 new appointments were planned for the whole decade of which it was thought that about 21 would still be outstanding at the end of the first quinquennium. Nine of these were concerned with non-linguistic studies.

13. During the 1947-52 quinquennium the Oriental Faculty increased its staff from 9 to 32. This nearly quadrupled the numbers. Eight of these posts were in Far-Eastern Studies, and after London, Cambridge came to be the strongest university in this field. The distribution of the posts was as follows:

Near East	9	} Total 32
Islam	7	
Indo-Iranian	5	
Far-East	11	

By 1952 it had therefore made a good deal of progress, and had nearly fulfilled its programme for the first five years. Staff numbers were still far short of the 10-year objectives; in particular many of the non-linguistic posts had not been filled.

## Durham

14. The new School of Oriental Studies in Durham is an entirely post-war venture. It was a direct response to the recommendations of the Scarbrough Commission, although, as in most other universities Oriental studies had had much earlier origins in the study of Theology. Unlike most other universities which were receiving official encouragement, the School started from rock-bottom with a single shelf of books, no premises, and no courses for the training of Arts students.

15. In the plan of development which Durham submitted to the Scarbrough Commission the proposals were limited to Middle-Eastern studies. They aimed at avoiding too philological a basis for the courses and at providing instruction in the languages and the historical and sociological background of the modern East as well as courses on the ancient and mediaeval periods. The earmarked grants, which included capital grants for premises, permitted a modest start to be made with the new School. By the end of the quinquennium the staff had been increased from 1 to 9, all of whom were specialists in the Middle East.

## Manchester

16. In 1946-47 the University had 7 staff with interests in the Middle East area. Six of these were in the Semitic field. The suggested expansion was mainly in the same Middle East area, but with some expansion into Indian and Chinese studies. It was proposed to create 13 new posts during the quinquennium. The earmarked grants which the University received were designed to cover all these proposals with the exception of the two posts for Sanskrit and Chinese. By the end of the quinquennium only 7 of the new appointments had been made.

## Oxford

17. In 1946-47 the Oriental Faculty had a staff of 12, including 6 Professors, 3 Readers and 3 Lecturers. The proposals for earmarked grants included 14

new posts to cover studies related to the Middle East, India and the Far East.

18. Recurrent grants were provided to cover this application. By the end of the quinquennium the staff had been increased to 20 and the distribution of these posts was as follows:

Middle East	12	} Total 20
India	3	
Far East	4	
Africa	1	

The main strength of the Faculty was in Middle East studies. This had its influence on later developments in the University.

### Edinburgh

19. The expansion of Near and Middle East Studies in Edinburgh was also the direct result of the Scarbrough Commission's suggestion for developments in a Scottish University. The proposal was a modest one, covering three staff in Persian, Turkish and Urdu to supplement the existing small Arabic department.

### Glasgow

20. The University had a proposal to start a small group for African studies and to make four appointments. These would have been concerned mainly with African Sociology. The project was approved for earmarked grants, but it was found difficult to find suitable candidates and eventually only one was appointed. No further appointments have subsequently been made.

### Postgraduate students

21. During the quinquennium the efforts of all the Oriental departments were concentrated first and foremost on building up the numbers of staff. It would be a fair picture of this period to say that the order of priorities was first staff, second postgraduate students and third undergraduates. The Treasury Studentships played an important part in building up the number of postgraduate students, and account for a large proportion of the growth shown in Table IVe. The relative importance of postgraduate and undergraduate studies can be seen by comparing this table with the next one (Table IVf.)

TABLE IVe  
Oriental and African Studies  
POSTGRADUATE STUDENTS  
(in universities which had earmarked grants)

	46-47	51-52	56-57	59-60
Cambridge ... ..	7	23	17	10
Durham ... ..	—	2	1	6
London (S.O.A.S.) ... ..	40	93	134	161
Manchester ... ..	8	12	11	6
Oxford ... ..	11	26	30	33
Edinburgh ... ..	1	2	7	8
Glasgow* ... ..	—	—	—	—
Total ... ..	67	158	200	224

\* African Studies.

## Undergraduate students

22. The numbers of undergraduate students awarded Honours degrees increased only very slowly from a total of 16 in 1947-48 to 26 in 1951-52. (See Table IVF.) Since the Scarbrough Commission had emphasised the need to build up strong departments in spite of the fact that the number of undergraduate students was likely to remain small, the Oriental departments were not unduly concerned about student numbers during this period.

TABLE IVF  
Oriental and African Studies  
HONOURS DEGREES AWARDED

	46-47	51-52	56-57	59-60
1. Universities which had earmarked grants				
Cambridge* ... ..	(5) —	(3) 4	(8) —	(15) 9
Durham ... ..	—	1	2	3
London (S.O.A.S.) ... ..	7	13	10	23
Manchester ... ..	1	1	1	1
Oxford ... ..	7	6	11	14
Edinburgh ... ..	1	1	1	2
Glasgow† ... ..	—	—	—	—
Total ... ..	16	26	25	52
2. Other Universities or Schools‡ ...	4	7	8	10

\* The nature of the Tripos examinations at Cambridge makes it difficult to give comparable figures. The figures in the main column refer to Part II results. Those in brackets refer to Part I results.

† African Studies.

‡ The figures cover Arts students graduating from time to time mainly in Hebrew or Arabic in some of the very small departments and parts of London University other than S.O.A.S.

## General situation of Oriental Studies by 1952

23. The expansion of Oriental studies during the quinquennium was much hampered by the difficulty of getting suitable staff. Funds for further appointments had been made available, but realisation of the proposals fell short of the plans because suitable staff could not be found. There was, nevertheless, a very striking improvement compared with 1946-47, particularly in London. Good progress was being made in Oxford and Cambridge and a lively new recruit to the Oriental field emerged in Durham. At the same time there were many postgraduate students being trained under the Treasury Studentship scheme. Those completing their postgraduate courses year by year became available for posts in the universities. In general the situation within the Oriental departments was encouraging and promised well for the future.

24. By 1952 the distribution of Oriental studies was emerging clearly. It was as follows:

### *Near and Middle East*

Cambridge, Durham, London, Manchester, Oxford, Edinburgh.

### *India*

Cambridge, London, Oxford.

*Far East*

Cambridge, London, Oxford.

25. These were the universities which received earmarked grants. In addition there were a number of isolated posts or very small departments scattered over the universities and employing about 34 staff by the end of the quinquennium, compared with 21 at the start. Except in London most of these departments were off-shoots of the Theological faculties and departments and taught only a few Arts students each year. In London the majority of these posts were held at University College and the Institute of Archaeology.

26. One university deserves special mention. St. Andrews was deeply disappointed that it had not been selected for an earmarked grant, but it proceeded with its plans for a School of Near-Eastern Studies, though on a restricted basis. The University's view was that a small university ought to have certain specialities, and that it was not "good policy to concentrate in large universities all the academic subjects for which demand is small". With this in mind St. Andrews has built up a small nucleus of 3 staff, and has fostered a growing interest in Arabic among its students. By 1960 there were 17 students studying Arabic at all levels; although the number of Honours students was only one or two a year.

**African Studies\***

27. With the exception of the School of Oriental and African studies the expansion of African studies with earmarked grants under the proposals of the Scarbrough Commission was very small indeed and was limited to single posts. The largest proposed group was in Glasgow, but this did not materialise. The interest in Africa developed in the universities as part of the growth of Commonwealth studies, and has not been closely associated with the Scarbrough proposals. These other developments are discussed in Chapter VI.

**Slavonic and East European Studies**

28. The Scarbrough Commission had recommended an expansion of Russian studies in five universities and of other Slavonic and Eastern European studies in six. Oxford, Cambridge, London and Glasgow were common to both lists. In the event the grants were distributed more widely and went to nine universities, including an isolated post in Finnish in Hull and in Modern Greek in Aberdeen.

29. Several universities had had fairly ambitious proposals for development of Slavonic studies which involved a rapid expansion of staff. Cambridge, for example, suggested an increase of staff during the quinquennium from 2 to 27, Oxford from 4 to 14, Glasgow from 1 to 14. Most of these proposals were severely curtailed by the size of the earmarked grants which were received. The plans were therefore scaled down to fit the grants. Only the School of Slavonic and East European Studies succeeded in building up a staff of any size; this totalled 20 by the end of the quinquennium. Elsewhere no departments had more than 11 staff by 1952, and the total strength of all the departments selected for earmarked grants only rose from 26 to 60 over the period (see Table IVG).

\* It should be noted that African studies, so called, generally refer to Africa south of the Sahara. Studies concerned with Africa north of the Sahara, including Egypt and the Nile valley are usually grouped, ungeographically, with Middle East studies. The Sub-Committee has accepted the general usage of these terms.

30. The contrast between the growth of the Oriental and of Slavonic departments during this quinquennium is interesting. It was consistent with the relative weight given to Oriental and Slavonic studies by the Scarbrough Commission itself. It was also influenced by the lack of either a long or a strong tradition of Slavonic studies in the universities and by the smallness of the groups of staff in existence in 1947. At that date the centre of growth appeared to be in the Oriental field, and the requests for the expansion of the Slavonic departments did not carry so much weight with the University Grants Committee, or appear to meet so great a need.

TABLE IVG  
Slavonic and East European Studies  
STAFF

	46-47	51-52	56-57	59-60
1. <i>Universities which had earmarked grants</i>				
Birmingham ... ..	4	5	7	10
Cambridge ... ..	4	11	11	11
Hull ... ..	—	1	1	—
London (S.S.E.E.S.) ... ..	10	20	22	22
Manchester ... ..	2	3	6	7
Nottingham ... ..	1	2	4	5
Oxford ... ..	4	9	12	12
Aberdeen ... ..	—	1	1	1
Glasgow ... ..	1	8	9	9
Total ... ..	26	60	73	77
2. <i>Other Universities or Schools ...</i>	4	7	11	19

#### Postgraduate Students of Slavonic Studies

31. The weakness of the Slavonic departments is also revealed by the number of postgraduate students. In 1947 there were hardly any outside London and Cambridge, and only 19 in all. With the support of the Treasury Studentships the number increased fairly rapidly until 1952, but these students were concentrated mainly in London with a few at Oxford and Cambridge.

TABLE IVH  
Slavonic and East European Studies  
POSTGRADUATE STUDENTS  
(in universities which received earmarked grants)

	46-47	51-52	56-57	59-60
Birmingham ... ..	—	2	1	2
Cambridge ... ..	5	5	13	5
Hull ... ..	—	—	—	—
London (S.S.E.E.S.) ... ..	13	38	28	25
Manchester ... ..	—	—	1	1
Nottingham ... ..	—	—	—	1
Oxford ... ..	1	2	5	12
Aberdeen ... ..	—	—	—	—
Glasgow ... ..	—	—	—	—
Total ... ..	19	47	48	46

TABLE IVi  
Slavonic and East European Studies  
HONOURS DEGREES AWARDED

	46-47	51-52	56-57	59-60
1. Universities which had earmarked grants				
Birmingham ... ..	1	1	5	5
Cambridge* ... ..	(17) 6	(22) 7	(36) 17	(31) 13
Hull ... ..	—	—	—	—
London (S.S.E.E.S.) ... ..	4	22	8	18
Manchester ... ..	—	3	4	4
Nottingham ... ..	—	5	11	7
Oxford† ... ..	7	6	24	12
Aberdeen ... ..	—	—	—	—
Glasgow ... ..	3	3	—	2
Total ... ..	21	47	69	61
2. Other Universities ... ..	—	1	4	7

\* The nature of the Tripos examinations at Cambridge makes it difficult to give comparable figures. The figures in the main column refer to students who took three or more papers in Slavonic subjects in Part II of the Tripos. The figures in brackets refer to Part I. There have also been a few students of Modern Greek.

† Includes those taking Russian as the sole or main language.

#### Undergraduates in Slavonic Studies

32. The picture of undergraduate studies was only modestly encouraging during these years. The total number of students gaining Honours degrees rose from 21 to 47. (Table IVi.) These years saw a small but fairly steady increase in the number of students at Oxford and Cambridge. But they also brought great fluctuations in numbers at the School of Slavonic and East European Studies. At the School the numbers of Honours students reached a peak in 1947-48 and then declined until the middle of the next quinquennium (see Table IVi.) Oxford and Cambridge were thus just getting into their stride by 1952, at a time when the School was faced with a decline in undergraduate numbers. The School did not regain these numbers until 1958-59. As the next Chapter shows it was to be the turn of the Slavonic departments in Oxford and Cambridge to face a shortage of well-qualified candidates after 1957.

TABLE IVj  
School of Slavonic and East European Studies  
NUMBERS OF STUDENTS

	46-47	47-48	51-52	52-53	56-57	58-59	59-60	60-61
Research ... ..	13	31	40	58	28	35	29	29
B.A. Hons. ... ..	48	88	48	39	41	76	102	111
B.A. Gen. ... ..	10	9	6	7	10	9	4	6
Total ... ..	71	128	94	104	79	120	135	146
Acad. Diploma ... ..	14	15	4	—	—	—	—	—
Service ... ..	8	34	192	198	93	14	11	4*
Occasional Evening ... ..	173	123	65	36	71	73	53	42
Inter Coll. ... ..	5	8	20	14	46	112	173	109
Grand Total ... ..	271	308	375	352	289	319	372	301

\* Foreign Office.

## Summary

If one compares the pattern of development during the quinquennium for Oriental and Slavonic Studies the differences centre on four points:

- (i) In Oriental studies the earmarked grants gave the universities most of what they asked for, and there was little scaling down of the universities' estimates. In terms of previous development this was a generous boost to expansion. On the other hand the shortage of suitable candidates prevented the universities from taking full advantage of this generosity. By the end of the quinquennium the staff who had actually been appointed were fewer than the earmarked grants had originally allowed for. Student numbers rose very little.
- (ii) In Slavonic studies the University Grants Committee was more cautious than the more ambitious of the universities in its attitude towards expansion, except in the case of the School of Slavonic and East European Studies. The rise in student numbers was rather more favourable than in the Oriental subjects but not such as to prove that the policy of limiting staff numbers was wrong.
- (iii) The distribution of Oriental studies changed rather less than the Scarbrough Commission had envisaged. No new centre for Far Eastern studies emerged in northern England or Scotland. Such tentative proposals as were put forward had given no promise of becoming "strong" departments. Developments concerning South Asia and South-East Asia also did not spread, and remained in the hands of Cambridge, London and Oxford. On the other hand Middle East studies were being developed in six universities. Of these London had become firmly established; Oxford and Cambridge were growing vigorously, but could not yet be regarded as "strong" departments. The other three were still on the threshold of new development.
- (iv) In Slavonic studies the spread of new departments and posts was a good deal wider than the Scarbrough Commission had suggested. Except London none of the departments by 1951-52 could be described as really strong, and one or two developments depended on the activity of a single lecturer, as for Finnish and modern Greek. This dispersal of effort in small units was characteristic of Slavonic and particularly of Russian studies.

## CHAPTER V

### THE YEARS 1952-1960

1. For the new quinquennium 1952-57 it was decided to discontinue the earmarked grants and to merge the special grant with the general grant. From then on the Oriental and Slavonic faculties and departments had to compete on equal terms with other studies for university funds, and at a time when rival claims particularly from the science departments was very strong. As a result growth in many of them came to an abrupt halt.

2. The decision to end earmarked grants was a stunning blow to many Oriental and Slavonic departments and particularly those which had made their plans for expansion for a ten-year period on the assumption that the earmarked grants would continue over two quinquennia. The departments most affected were the Oriental faculties in Oxford and Cambridge and the School of Oriental Studies in Durham. The School of Oriental and African Studies in London, with the strong support of the University, managed to maintain some of its momentum. Most of the Slavonic departments in 1952 were still only feeling their way towards expansion. With less ambitious programmes of growth they were correspondingly less affected by the decision to discontinue earmarked grants.

3. Between 1952 and 1960 only 23 new posts were created in Oriental departments which were supported by earmarked grants. Nineteen of these were in the School of Oriental and African Studies (Table IVd). This compares with a total of 125 new posts in the earlier quinquennium. Slavonic studies fared relatively a little better: in most universities there were small increases in staff. The total effect of these was to increase the staff from 60 to 75. (Table IVg.)

4. The years 1952 to 1957 were years of disappointment and depression for nearly all the departments. After 1957 there was some return of confidence. The Oriental departments gained few extra staff, but the number of students at last began to increase gradually. From 1957 there was also a steady increase in the demand for courses in Russian both from undergraduates and from science staff. This demand greatly encouraged the Slavonic departments and has caused many universities to revise their future plans for Russian teaching.

### THE YEARS 1952-1957

#### Oriental Studies

5. The assumption that earmarked grants would continue for 10 years was not based on any explicit statement in the Scarbrough Report. The Commission had estimated that the additional annual expenditure for the first quinquennium "might be of the order of £225,000 at the end of five years, and a further £225,000 at the end of ten years". It had also suggested that the earmarked grants should be merged with the block grants, "when the programme of development is nearing completion" (Chapter III 16). Several Oriental departments had, however, taken the two recommendations together to mean that the earmarked grants would cover the full ten-year period from 1947 to 1957. Whether it was

wise or not to end the earmarked grants is discussed later (Chapter VIII). At this point it is necessary only to record the effect of the ending of the special grants and the degree of disappointment which the decision caused in the departments concerned.

6. In Cambridge no new posts were created after 1952, and the total of 32 is the same today as it was then. In Oxford there have been only two new posts between 1952 and 1960. The same is true of Durham. Elsewhere, except in London, expansion came almost to a complete halt.

7. The dismay of the Oriental departments was acute. In Cambridge the ten-year proposals were planned to achieve an orderly and systematic pattern of growth and to take account of the fact that the training of possible candidates for several posts could not be completed by the end of the first quinquennium. In addition the Faculty had not filled all the posts hoped for in the first quinquennium and was asking for 22 new posts to complete its ten-year plan. Not all of these were of the highest priority but they indicated the order of expansion the Faculty was contemplating. None was secured.

8. In Oxford the Oriental Faculty asked for ten new lectureships for the 1952-57 quinquennium. The withdrawal of the earmarked grants meant that only two were allowed.

9. In Durham a Report from the School of Oriental Studies prepared for the visit of the Sub-Committee speaks for itself:

"The unearmarking of the grants was a bitter blow . . ."

It is a melancholy fact that there have been no permanent additions to the Near Eastern teaching staff since the Oriental grants were unearmarked ten years ago. . . . The staff which the earmarked grants made it possible to appoint in the years 1948-52 was no more than a skeleton staff sufficient to launch the Oriental project."

10. The causes of the sudden reversal of fortune when earmarked grants ended are not far to seek. For five years these departments had been in a privileged position and had been able to build up their staffs and expand their libraries on a scale hitherto unknown, while departments in other fields of studies had been less fortunate. With the unearmarking of the grants most universities were not prepared to boost the position of the Oriental and Slavonic departments further. They were allowed to continue at their then level, or to expand, if at all, on the most restricted basis.

11. This change of fortune was justified by two further arguments. The new quinquennium coincided with one of the country's post-war economic crises. The universities had to make their contribution to the current economy drive: to limit the expansion of the Oriental departments seemed one of the sacrifices suitable to the occasion. Secondly, the number of students in these fields was still very low and showed no sign of increasing rapidly. This meant a very high ratio of staff to students, and exceptional opportunities for research at a time when staff in other faculties were struggling with large increases in students and heavy teaching burdens. While this situation had been foreseen by the Scarbrough Commission and the case made for continuing the specially favourable treatment, the forces of competition were too strong. The claims of other departments with less generous ratios of staff to students, more examining and less time for research discouraged the universities from increasing still further the privileges of the Oriental departments.

12. The reaction was an understandable one, and probably inevitable in the circumstances of the time. The change of policy was however a deep disappoint-

ment to the more progressive Oriental departments and one from which they have even yet not recovered.

13. The effects of stopping expansion were magnified by the peculiar structure of Oriental departments. Under this umbrella title cluster a wide variety of subjects and languages, whose teachers may have little common ground between them. Even within the limited region of the Middle East, teachers of Turkish, Arabic, Persian and Hebrew cannot normally share each other's teaching responsibilities and may be accustomed to think in subject rather than in regional terms. Sinologists and Arabists are even further apart. Thus a small Oriental department may be no more than an administrative grouping of individuals. Some of the earmarked grants were designed to promote experiments or to start new developments. By 1952 they had not got firmly rooted. Deprived of further nourishment they have remained in a state of arrested development.

14. Durham deserves special mention for its efforts during this difficult period. While the School of Oriental Studies was at least as shaken by the decision to discontinue earmarked grants as any other department and had only started its development, it made the most vigorous efforts to fulfil a further instalment of its plans by securing private support. Two lecturers in Indian and Chinese studies were appointed for an experimental period of five years who were underwritten by private funds (they have since been established by the University) and the Rockefeller and Gulbenkian Foundations were persuaded to provide large funds for the purchase of books and the building of the museum. Other private donors supported further gifts for the library and museum. As a result of these efforts and with further support from the University after 1957, the position of Middle East studies in Durham was established by 1960. Government departments including the armed services are also sending staff to Durham for training in Middle East languages, and numbers are to be increased in the near future. This is a considerable achievement for a department which started from nothing in 1947, even though the numbers of Honours students, ten in all in 1960, remains relatively small.

#### **Slavonic Studies 1952-57**

15. It has been said that the Slavonic departments were less disturbed by the decision to discontinue earmarked grants than the Oriental departments, because their plans had been more limited. After 1952 staff were added gradually by ones and twos in a number of provincial universities, but there was no large increase anywhere. In Cambridge the staff did not increase at all and in the School of Slavonic and East European Studies the increase was very small (Table IVg).

16. There was some overall increase in student numbers, but the distribution of this increase was very uneven. Numbers rose encouragingly between 1952 and 1957 in Oxford and Cambridge, where most of the candidates were ex-service students who had taken intensive courses in Russian during their period of service (Table IVi). In the School of Slavonic and East European Studies the number of students securing an Honours degree fell sharply between the beginning and the end of the quinquennium. In the provincial universities the number of Honours students rose hardly at all. This was because these universities attracted few of the qualified ex-service students, most of whom went to Oxford, Cambridge and London, and the numbers coming direct from school with an interest in or a knowledge of Russian was still very small. In spite of these differences between the universities the student picture was modestly encouraging during this quinquennium. The number of Honours students was, however,

precariously dependent on the ex-service candidates, as later events were to show.

#### **African Studies**

17. African studies outside the School of Oriental and African Studies are discussed, together with the growth of interest in the underdeveloped countries generally, in Chapter VI.

#### **Postgraduate awards**

18. One further development increased the melancholy of these years. In 1952 the Treasury Committee, which was responsible for awarding the Treasury Studentships, found that some of these students were having difficulty in finding teaching posts in the universities and were going into alternative employment. New awards were therefore discontinued for two years and were revived in 1954 on a very reduced scale. Only seven new awards were given between 1952 and 1960. (See also Chapter XII.)

19. The ending of earmarked grants and the sudden halt to the growth of the language departments made some reduction in the number of postgraduate studentships inevitable. The immediate effect was to discourage the staff still further by cutting off at its source the flow of young British scholars. Since much of the vitality and possibilities of growth of a department are dependent on the presence of a younger generation, the change of policy was keenly felt in those universities, particularly London, Oxford and Cambridge, where most of the Treasury Studentships had been held. During its visits the Sub-Committee was repeatedly made aware of how much these departments had relied on the Treasury awards to attract students and had found in them a source of encouragement, vitality and growth. This encouragement has been much missed. The fact that there was a greater number of postgraduate students from overseas only partially redressed the balance.

## **THE YEARS 1957-1960**

20. The next quinquennium brought some encouraging signs of progress but it also introduced one complicating factor. Hitherto a high proportion of the language candidates for the two London Schools, Oxford and Cambridge had already passed through the service courses for languages and arrived at the university with an excellent grounding in Russian, Arabic, or one of the other "hard" languages. As the numbers of those with military service declined, so did the numbers of students coming to the universities with this preliminary training. This falling off had a direct effect upon the numbers of potential Honours students. Faculties were faced with the choice of admitting fewer students, or of giving them elementary language training as part of their university courses.

#### **Oriental Studies 1957-60**

21. If the years 1952 to 1957 were years of deep depression for the Oriental departments, except perhaps the School of Oriental and African Studies in London, the 1957-62 quinquennium has revealed new springs of vitality. The change is not due to increases in the size of staffs but to some reorientation of courses to include more modern studies and an increase in the number of students. Outside Oxford, Cambridge and London the increases are very small, but almost everywhere there are signs of greater interest in Arabic and parti-

cularly in those Middle East studies which include modern developments and spoken Arabic. In the three biggest faculties and departments the growth of interest from British undergraduate and postgraduate students in studies covering the Middle East is most encouraging. Similarly these three universities have for the past two or three years had growing numbers of students studying the Far East and taking Chinese and Japanese. Here again facilities for studying the spoken language appear to have increased the popularity of these studies.

22. At Cambridge the numbers of students taking Islamic studies has increased from 8 in 1956-57 to 29 in 1960-61, and those taking Far Eastern studies has increased from 6 to 21 in the same period. In Oxford the increase in the number of undergraduates has been more modest but shows a similar trend, and there is greater activity at postgraduate level (see Table IVe). At the School of Oriental and African Studies the number of first degree students from the United Kingdom has increased rapidly in the last four years:

1957-58	...	...	31
1958-59	...	...	59
1959-60	...	...	75
1960-61	...	...	105

These numbers include students who are taking full language courses in the language departments and those in other departments. The increase in the number of students coming from schools in this country is particularly encouraging for the future. It is the fruit of intensive efforts by the School to interest teachers and sixth-form pupils in these studies.

23. The overall pattern of growth in undergraduate numbers for the five universities with the largest departments shows a general increase (Table V). The provisional figures for 1960-61 indicate that this increase has been maintained.

TABLE VA  
Oriental and African Studies  
UNDERGRADUATE NUMBERS  
All Honours Students

	46-47	51-52	56-57	59-60
Cambridge ... ..	16	20	19	53
Durham ... ..	—	6	9	10
London (S.O.A.S.) ... ..	57	56	56	122
Manchester ... ..	2	5	3	8
Oxford ... ..	30	14	33	69

Outside these five universities the number of students is so small that the increased interest in Arabic is reflected by a growth of only one or two students in each department.

#### School of Oriental and African Studies

24. The School has consolidated its position steadily ever since 1952. The rate of growth has been slower since the ending of earmarked grants, but partly by reason of the help it has obtained from the Foundations its general position is now buoyant. It consists of nine departments, five of which are regional and deal with the language, literature, philosophy and religion of five areas. Four are concerned with subject disciplines. The departments are:

Department of India, Pakistan and Ceylon	
"	" South East Asia and the Islands
"	" the Far East
"	" Near and Middle East
"	" Africa
"	" Phonetics and Linguistics
"	" History
"	" Law
"	" Cultural Anthropology

A department of Economics, Political and Social Studies will be opened in January, 1962, and a Department of Geography is planned for 1963-64. New combined degree courses in African Studies and in African, European and Islamic History have been instituted by the University. New and greatly broadened syllabuses have been adopted in Chinese and Arabic, providing for the study of language, literature, history (including economic history), law, art and archaeology. Similar syllabuses to cover Modern Indian Studies and South-East Asian Studies are awaiting approval. The School has also built up a strong extra-mural division for work with public and grammar schools and with industry.

25. A bottleneck to further expansion of studies and students is caused by the lack of elementary facilities such as classrooms and seminar rooms and most serious of all, of a library building (see also Chapter XVII). The School has received no money for building since the war, although it has added an extra floor from funds accumulated in earlier years. The Sub-Committee regards the congestion in the School as a serious barrier to progress and a discouragement to the staff.

26. By 1959-60 the distribution of the staff was as follows:

Asian Languages	...	...	...	83
African Languages	...	...	...	20
History, Archaeology, Law, Phonetics, Anthropology, etc.:				
Asian countries	...	...	...	44
African countries	...	...	...	8

The School is the only place in the United Kingdom where African languages are taught in university courses. At Oxford the diminishing number of students for the Colonial Service still being taught African languages are not taking degrees.

27. The difficulty which the School has had in filling its full complement of posts is brought out clearly in Table Vb. Ever since 1947-48 the strength of the

TABLE Vb  
Staff of the School of Oriental and African Studies\*

	1946-47		1951-52		1956-57		1959-60		1960-61	
	Est.	Str.	Est.	Str.	Est.	Str.	Est.	Str.	Est.	Str.
Professors	10	8	21	17	23	18	25	20	27	21
Readers	5	5	17	9	20	14	26	18	27	20
Lecturers	55	49	133	110	138	110	131	117	131	110
Totals	70	62	171	136	181	142	182	155	185	151

\* These figures include part-time staff.

TABLE VC  
Students at the School of Oriental and African Studies

	1946-47			1951-52			1956-57			1959-60			1960-61*		
	Full	Part	Total	Full	Part	Total	Full	Part	Total	Full	Part	Total	Full	Part	Total
Higher Degrees and Post-graduate															
Diplomas ...	40	16	56	90	30	120	124	8	132	146	12	158	178	10	188
First Degrees ...	57	8	65	56	4	60	56	—	56	122	—	122	163	—	163
Research ...	—	4	4	3	12	15	10	3	13	15	15	30	11	10	21
School Examinations ...	23	56	79	6	37	43	16	—	16	18	—	18	30	—	30
Government Departments and Armed															
Forces ...	118	245	363	37	151	188	35	95	130	15	74	89	19	23	42
Others ...	13	274	287	28	87	115	25	108	133	19	148	167	33	101	134
Inter-collegiate ...	—	84	84	—	97	97	—	89	89	—	108	108	—	83	83
Totals for Session ...			938			638			569			692			661†

\* Session 1960-61 as at 10 February, 1961.

† This figure will be exceeded by the time the session ends.

staff has been consistently below establishment. Nevertheless the main build-up of staff was during the first quinquennium. Since then the growth of the School has been marked mainly by the numbers of students. In the last nine years the number of full-time post-graduate students has doubled, from 90 to 178. Of these about 90 per cent are from overseas. For the second quinquennium 1952-57 the number of undergraduates remained stationary, but since 1956-57 it has almost trebled and in the year 1960-61 stood at 163. (Table Vc.) Of these about a third were from overseas.

### **Slavonic Studies 1957-1960**

28. Since 1957 there have been two strongly conflicting trends in Slavonic studies. On the one hand there has been a rising volume of interest in the U.S.S.R. and in learning Russian all over the country. This has been due to the greater possibilities of travel to the Soviet Union, the importance of scientific and technical developments there and the increasing significance of Russia as a world power. This interest in Russian is evident in many sectors of the educational system, in schools and technical colleges as well as in the universities. On the other hand the fall in ex-service entrants with a good grounding in Slavonic languages has reduced the total number of well-qualified candidates for Honours degrees. The expansive movement is reflected mainly in the provincial universities, the contraction in Oxford and Cambridge.

29. The demand for Russian courses in the universities comes from four kinds of student:

- (i) from scientists;
- (ii) from Arts students who have not learned Russian at school, or very little, and wish to pursue it at a comparatively elementary level or as a tool for reading original documents;
- (iii) from students who wish to specialise in Russian to Honours level but have had little or no grounding at school;
- (iv) from students with "A" level in Russian, who wish to take an Honours course in Slavonic studies.

### **Russian for scientists**

30. The last few years have seen a remarkable increase in the demand for teaching in Russian from scientists. The demand is mainly for classes of a strictly utilitarian kind, so that these scientists can read Russian scientific journals and thus keep abreast of scientific developments in the U.S.S.R. The language is used only as a tool.

31. Courses of this kind have been available for some time in London, Oxford and Cambridge, but their growth in the provincial universities is recent, and universities which do not provide Russian classes of this kind are under pressure to do so. The number of scientists taking such courses in Birmingham is about 80, in Leeds 60, in Glasgow 50, in Manchester 45 and in Liverpool 40. Other universities have smaller groups. Some of the teachers are on a part-time or temporary basis.

### **Non-honours students**

32. Students taking courses in Russian below Honours level are found almost entirely in the provincial universities. The standard they achieve may not be very high, but the increase in numbers is interesting and is an indication of the much wider interest in the U.S.S.R. and Russian in the universities. Some indication

of the scale of activity may be gained by the figures of students in Table VD. These cover only the larger departments. Since the grouping of students into Special Honours, General Honours, subsidiary and general differs from university to university, comparisons between universities should be treated with care. The important point is the trend in each university since 1956-57.

TABLE VD  
Numbers of undergraduates studying Russian\*

	1956-57		1959-60		1960-61	
	Hons.	Others	Hons.	Others	Hons.	Others
Birmingham ...	8	19	27	20	48	26
Leeds ...	11	13	47	50	62	70
Manchester ...	22	25	21	51	39	50
Nottingham ...	31	—	28	—	18	1
Edinburgh ...	8	39	14	63	12	58
Glasgow ...	3	15	5	45	4	35

\* These figures cover only those provincial universities with the largest number of students. The figures exclude scientists learning Russian. General and Special Honours students are grouped together.

33. The expansion of Slavonic studies (among this group of students this means Russian almost exclusively), was not confined to the universities which received earmarked grants. It has sprung up spontaneously in a larger number of universities in response to demand. Most of these students take Russian out of a general interest in the country and its language, but there are a number who are interested because, like the scientists, they hope to use Russian as a tool for their special subject. For example one-third of the Geography students in Edinburgh study Russian for this reason. The various general or subsidiary courses in the provincial universities lend themselves to this kind of language study.

#### Honours students new to Russian

34. Students who wish to take an Honours degree in Russian but have not reached a high standard at school, or even not studied it at all, are confined mainly to the provincial universities. In the past they have been relatively few in number, but numbers are now increasing. Universities normally require such students to take a four-year course to make up for their lack of previous knowledge. The extra year is inevitably something of a deterrent. The figures of Honours students in Table VD include those doing three-year and four-year courses.

#### Honours students with an advanced knowledge of Russian

35. Owing to the position of Russian teaching in the schools the number of pupils with "A" level qualifications is small, and of those reaching a standard equal to the ex-service candidates smaller still. This source of supply cannot at present replace the ex-service students. Numbers in the Slavonic departments at Oxford and Cambridge reflect this situation. In Oxford, for example, the number of students in their final year has decreased as follows:

1957	...	...	...	46
1958	...	...	...	39
1959	...	...	...	39
1960	...	...	...	29

The trend in Cambridge is similar. Unless Oxford and Cambridge lower their standards of entry, which is not at all desirable, or some measures are taken to fill the gap, this downward trend is likely to continue until the amount of sixth-form teaching of Russian in the schools increases considerably.

36. The general picture since 1957 is thus of an increased vitality but a decreased virtuosity. One by one universities are joining the circle of those which teach Russian. Entry is often by the modest gateway of classes for scientists or elementary classes for Arts students. There are now thirteen universities teaching Russian (and 1 Modern Greek) (see Table VE). Of these Leeds is one of the most vigorous, though it was not one of those selected for earmarked grants. The three newest recruits are Exeter, North Staffordshire and Bangor, each with one lecturer.

TABLE VE  
Universities with Slavonic Language Departments in 1960-61  
(Figures in brackets indicate number of staff)

<i>Larger Departments</i>	<i>Medium to small Departments</i>	<i>Very small Departments</i>
Cambridge (10)	Birmingham (6)†	Exeter (1)
London (16)‡	Leeds (7)	
	Liverpool (3)	
Oxford (12)	Manchester (7)	North Staffs. (1)
	Nottingham (5)	Bangor (1)
	Edinburgh (4)	Aberdeen (1)
		(modern Greek only)
	Glasgow (6)*	

‡ This excludes 8 staff in the History department.

† This excludes 5 staff in the Department of Economics and Institutions of the U.S.S.R.

\* This excludes 4 staff in the Sub-department of Soviet Social and Economic Institutions.

### Distribution of Languages

37. All the universities in Table VE teach Russian except Aberdeen and most of them teach no other Slavonic or East European language. Where other such languages are available the numbers of undergraduates studying them is very small.

38. The main distribution of languages is given below. In some cases individual members of staff can teach other languages, but the arrangements are not on a formal basis.

*Russian*  
13 universities as in Table VE

*Czech*  
Cambridge, London, Glasgow

*Polish*  
Cambridge, London, Glasgow

*Serbo-Croat*  
Cambridge, London, Nottingham

*Modern or Byzantine Greek*  
Cambridge, Manchester, London, Oxford, Aberdeen.

*Bulgarian*  
London

*Hungarian*  
Cambridge, London

*Rumanian*  
London

*Ukrainian*  
London

## The School of Slavonic and East European Studies

39. The School of Slavonic and East European Studies with a total staff of 24 offers the most comprehensive range of languages and studies. It is divided into two main departments, the Department of Language and Literature with 16 staff covering 8 languages and a Department of History with 8 staff. The School has the distinction of having the only Professor of Russian History in the country, though a similar post is in process of creation at Oxford. There is also a joint appointment shared with the London School of Economics of a Reader in Russian Social and Economic Studies.

40. Unlike the School of Oriental and African Studies the School of Slavonic and East European Studies does not attempt to include departments covering other disciplines, such as law, economics, geography or archaeology. Instead it attempts to induce other parts of the University to include the study of eastern Europe as an integral part of the courses in other disciplines.

41. The numbers of Honours students fluctuated greatly up to about 1956 and for a long time the number of entrants was well below the peak figure of 1947. Recently, numbers have increased fairly steadily and the total number of B.A. Honours students has risen as follows:

1956-57	...	...	...	41
1958-59	...	...	...	76
1959-60	...	...	...	102
1960-61	...	...	...	111

Any further expansion in the number of students would be severely handicapped by shortage of space. The School is now critically hampered for lack of accommodation for staff, students and library (see Chapter XVII). The Sub-Committee considers this overcrowding is a serious limitation on the development of Slavonic studies, and one whose effects go beyond the School itself.

## Birmingham and Glasgow

42. Two other universities have special facilities for the study of Russian affairs outside the normal sphere of language departments. In Birmingham there are two departments, the Department of Russian Language and Literature in the Faculty of Arts, and the Department of Economics and Institutions of the U.S.S.R. in the Faculty of Commerce and Social Science. The first carries out the functions of a normal language department. The second, with a staff of 5, specialises in Russian economic studies and Soviet economic history and institutions. Students who take a B. Com. or a B. Social Science degree in Russian Studies spend about a third of their time on Russian studies, including the study of the Russian language as a tool to give access to source material; students for other degrees in the Faculty of Commerce and Social Science may also choose Russian Studies as part of their course.

43. In Glasgow there is a small specialist department of Soviet Social and Economic Institutions with 4 staff whose main activities cover the publication of a journal of Soviet Studies and research. There are no undergraduates.

44. These two departments, though small in scale with only 4 or 5 staff, are of special interest because they give distinctive recognition to regional economic studies based on a knowledge of the language of the area. This pattern is unusual in British universities, where so far language study tends to be the province of the language specialist, and study of the region by historians, geographers, economists and others is hampered by lack of competence in the language required.

## Summary

- (i) The ending of the earmarked grants in 1952 brought the expansion of the Oriental departments to an abrupt halt. Except in London very few new posts have been created since 1952. The decision was a great blow to the Oriental departments.
- (ii) The Slavonic departments had had less ambitious plans for expansion and were correspondingly less affected by the decision to end earmarked grants.
- (iii) The change in policy in 1952 on the award of Treasury Studentships meant that after that date there were fewer post-graduate students from the United Kingdom in the Oriental and Slavonic departments.
- (iv) Between 1952 and 1957 there was almost no change in the number of undergraduate students of Oriental studies. The number of students of Slavonic studies increased gradually, mainly in Oxford and Cambridge. A high proportion of these were students who had passed through the service courses.
- (v) Since 1957 interest in Arabic and Far Eastern studies has increased gradually in most Oriental departments, and there has been a striking increase of United Kingdom B.A. students at the School of Oriental and African Studies.
- (vi) In the provincial universities there has been a notable increase of interest in Russian, and the numbers of students is rising rapidly. The number of B.A. students at the School of Slavonic and East European Studies is also rising. In Oxford and Cambridge the numbers of Slavonic students are declining. Since few candidates now pass through the service courses the number who can satisfy the entry requirements of these two universities has fallen.
- (vii) Further expansion at either the School of Oriental and African Studies or the School of Slavonic and East European Studies is seriously restricted by lack of accommodation. Overcrowding is severe and adversely affects teaching, research, use of the libraries and general amenities. The Sub-Committee regards the physical conditions in both these Schools as most unsatisfactory.

DEVELOPMENTS OUTSIDE THE  
LANGUAGE DEPARTMENTS

1. The Scarbrough Commission emphasised the importance of integrating Oriental, Slavonic and African Studies with "the vast network of humanities and sciences". It was anxious that graduates in other subjects such as history, philosophy, anthropology and economics should more often turn their attention to these areas. It was not however optimistic about the probability of their doing so, because of the lack of career prospects. It hoped that its proposals for post-graduate awards—the Treasury Studentships—would help to overcome some of the handicaps (p. 31).

2. As it has turned out progress in the field of Colonial and Commonwealth studies covering parts of Asia and Africa has greatly exceeded the expectations of the Scarbrough Commission, for reasons which they could not have foreseen. The development of non-linguistic studies covering the other areas of Asia and eastern Europe has in general justified the Commission's pessimism.

**Changes in the Colonial Empire**

3. Interest in Commonwealth studies has been stimulated by external political events. In the last 13 years much of the Colonial Empire has disappeared. In its place the Commonwealth has expanded by the accession of seven newly independent territories, four in Southern Asia and three in Africa, and more are on the verge of independence.

4. The transfer of power, first in Asia and later in Africa, to countries which were formerly dependent territories of the British Crown has had an unexpected and far-reaching effect on the range of studies undertaken in universities in this country. Not only is there now a recognition of the importance of these newly independent territories. There is also at a deeper level, a desire to know more of the culture, social systems and political forces at work in these non-European societies. Past historical association and present membership of the Commonwealth encourage and facilitate the study of Asian and African states within the Commonwealth orbit. Such study is greatly helped by the wide use of the English language in all these countries.

5. Evidence of this growing interest can be found in many universities, and the Sub-Committee received a number of suggestions for further developments in these fields.

6. In London the growth of these studies in the School of Oriental and African Studies has been referred to. The School already has departments of law and anthropology, and will shortly be opening departments of economics, political and social studies, and geography relating to Asia and Africa. The Institute of Commonwealth Studies in London was established by the University of London in 1949. The Institute is a centre for the promotion of advanced study of the Commonwealth, and is a meeting place and centre of research for teachers and post-graduate students. Its interest is mainly, but not exclusively, in history and the social sciences. At the London School of Economics there has also been a rapid growth of interest in the economic and social prob-

lems of the underdeveloped territories and the volume of research is increasing fast. The recent appointment of a Professor of Economics, with special reference to underdeveloped countries and economic development, crystallises this interest. The School also has a vigorous department of Social Anthropology with growing interests in Africa and south Asia. University College, too, has a department of Anthropology whose field of interest is in Africa, and King's College has a long tradition of interest in Imperial and Colonial history.

7. At Oxford it is the policy of the University that Commonwealth studies should develop within the appropriate faculties and not in a separate department. About 10 new appointments have been made since 1947, covering Colonial and Commonwealth history and government, African geography, anthropology, the economics of underdeveloped countries and tropical agriculture. African studies in Sociology, Anthropology, History and Politics are well represented in the University, so that Oxford has achieved an international reputation for its work in the African field. The Oxford Institute of Commonwealth Studies, which was set up in 1945, also acts as a centre of research and encouragement of these studies, and has been further strengthened. Developments in the University over the whole field are co-ordinated by a Committee of Commonwealth Studies.

8. While Commonwealth and particularly African Studies are firmly established in Oxford there are no university courses in African languages. Such teaching of African languages as has been available has been on behalf of the Colonial Office. The University has had for many years a responsibility for training the Overseas Administrative Service Officers. In the past these cadets have been taught a number of the most important African languages. With the shrinking of the colonial empire the demand for British administrators with a command of these languages has shrunk too, and is likely to disappear almost entirely for cadets for the Colonial service. The University is at present considering how far it should continue to provide some teaching in African languages. We return to the question of African languages in Chapter XIV.

9. The existence of teaching staff with special interests in the Commonwealth has also had its influence on undergraduate and post-graduate courses. Undergraduate students of geography may take a special subject related to Commonwealth and African Geography, and there is a special subject in the economics of colonial and under-developed countries for the Honours School of Philosophy.

TABLE VIA

Post-graduate students at Oxford

*Advanced students working in the fields of Oriental, Slavonic or African Studies under Boards other than Oriental Studies or Medieval and Modern Languages in 1959-60*

<i>Board of the Faculty</i>	<i>Oriental</i>	<i>Slavonic</i>	<i>African</i>	<i>Total</i>
Literae Humaniores ... ..	—	1	—	1
Theology ... ..	—	—	1	1
Law ... ..	1	—	2	3
History ... ..	13	5	7	25
Social Studies ... ..	22	8	17	47
Anthropology and Geography ...	8	—	15	23
Music ... ..	—	1	—	1
Agriculture and Forestry ... ..	4	—	4	8
Committee for Advanced Studies ...	2	—	—	2
Total ... ..	50	15	46	111

Politics and Economics. The expansion of study at post-graduate level is more striking (see Table VIA). In 1959-60 there were 46 post-graduate students studying African subjects. A number of those listed under the Oriental heading were studying Commonwealth territories in Asia.

10. In Cambridge, where it is also the policy of the University that Commonwealth studies should develop in the appropriate faculties, there is no Institute as in London and Oxford to serve as a centre of research. The most striking development in this field has taken place under the auspices of the fund established to commemorate Field Marshall Smuts, a former Chancellor of the University. This has made possible the appointment of a Smuts Professor of the History of the British Commonwealth, a Smuts Reader and the election of visiting lecturers. There is now a growing number of staff and research students in the faculties of History, Economics, Geography, Law and Anthropology interested in Africa and south Asia. In 1960 staff with special interests in these areas in these faculties numbered 27. At the same time there were 35 research students working in the same fields. These figures should be compared with the two or three staff and two research students with special interests in China, Japan or South-east Asia.

11. A similar range of interest is growing in the provincial universities, though on a much smaller scale. A number of Economics, Geography and Anthropology departments have links with Africa. And there are Professors of Political Science or of Government in several universities who have specialised in some African or Asian area of the Commonwealth. In these universities courses on the economic, political or social systems of these areas may be available for undergraduates, while the existence of senior staff who are specialists in African or Asian fields is a stimulus to post-graduate students. These studies are associated almost entirely with countries or member states of the Commonwealth where English is spoken.

12. The growth of interest in Africa is an outstanding feature of these developments. Staff have been frequently invited to visit African countries for research or in an advisory capacity, and a number of teachers have experience of teaching in university colleges in Africa. The interest is such that six universities, where there are no African studies at present, suggested to the Sub-Committee that they should start African studies or set up a Centre of African Studies at the beginning of the next quinquennium.

13. This is a very different situation from the one which confronted the Scarbrough Commission at the end of the war. Then it was difficult to find any competitors for the earmarked grants in these fields of study. Now the universities are eager to expand in this direction and the provincial universities are showing a marked enthusiasm.

#### **Middle East and Far East Studies**

14. The growing popularity of studies of the Asian and African members of the Commonwealth has not been matched by any similar enthusiasm for studies of the Middle East or of China, Japan or South-East Asia. In Cambridge, for example, outside the Faculty of Oriental Studies, there are only one or two staff interested in China and Japan and as few in the Middle East. The number of post-graduate students is correspondingly low. This means that up to the present time there has been very little teaching or research on these areas by historians, economists, geographers or anthropologists among the general body of university teachers. What work has been done has been limited to the small group of

staff in the Oriental Faculty who are concerned mainly with history, art and archaeology.

15. So far as Middle East studies in Cambridge are concerned the Sub-Committee expects that the situation will improve in the near future. A start was made in 1960 to establish a Middle East Centre. Its functions are to carry out teaching and research on the modern Middle East. The Centre, which came into existence with funds provided by oil companies, began on a modest scale with four research staff. The University also established a university lectureship in modern Arabic in 1961. The duties of the holder will be connected with the Centre.

16. The Sub-Committee welcomes this new development warmly. If it can be given adequate financial support it could play a vital role in developing interest and research in this region not only among staff and post-graduates attached to the Oriental Faculties, but more widely. The co-operation of a number of Faculties will be necessary if this research is to touch the political, economic and historical growth of this area and to encourage post-graduate research into modern Middle East problems. It is specially important to attract post-graduate students who have taken degrees in these non-linguistic subjects to specialise on these areas.

17. In London, with the exception of the School of Oriental and African Studies, the situation is similar to that in Cambridge. At University College the Professor of Political Economy and a lecturer have done extensive research into the economic history and current economic developments in China, Japan, Indonesia and Malaya. But there are no undergraduates, and no British post-graduates students. The Institute of Jewish Studies is based on the department of Hebrew in the College.

18. At the London School of Economics the research and teaching covering the underdeveloped countries of Africa and south Asia has hardly been extended to the Middle or the Far East. The School is anxious to stimulate the study of the economics and government of China. It set aside funds to finance a year's visit to China by a member of the staff, but no candidate was forthcoming. A Reader in Sociology with special reference to Far Eastern Societies has been appointed recently, and it is proposed to collaborate with the department of Anthropology for a regional course on China for anthropologists and sociologists. A start was also made at the beginning of the academic year 1960-61 to extend Middle East studies with the appointment of a Reader in Economics with special reference to the Middle East. This post is a joint appointment with the School of Oriental and African Studies.

19. Oxford has become one of the two main centres in the country for the study of the modern history, society and culture of the Middle East and the Far East, the other centre being the School of Oriental and African Studies. In 1959-60 there were over 20 holders of university appointments, college fellowships or senior research appointments equivalent to fellowships whose primary or exclusive interest was in the field of modern Oriental studies. These included members of the Oriental faculty with interests in modern studies, but also historians, economists, political scientists and sociologists belonging to other faculties. A high proportion of these are fellows of St. Antony's College, or have some connection with it.

20. These teachers are responsible for the supervision of a number of the post-graduate students in the Oriental Faculty. They also account for many of the advanced students working in the Oriental field but attached to other faculties.

(See Table VIA.) These numbers give striking evidence of the snowball effect of a group of scholars working in a new field. To St. Antony's College with its emphasis on modern developments in Oriental (and Slavonic) studies, goes much of the initial credit for this expansion.

21. Oxford and the School of Oriental and African Studies more or less exhaust the number of universities or Schools where modern studies of the Middle East countries and of China and Japan are being pursued on any appreciable scale. The London School of Economics and Cambridge have made a start in the Middle East field, but these activities date from 1960 and cannot produce rapid results. Modern Far Eastern studies are a closed book in almost every other history or social science faculty.

#### Slavonic Studies

22. The study of Russia and of eastern Europe generally outside the language departments is also extremely limited. There is only one Professor of modern Russian History in the whole country, at the School of Slavonic and East European Studies. London also has a Professor of Byzantine History. In Oxford there is no professional expert in Russian history for the period between about 1600 and 1920, although the periods before and after these dates are well covered by some eight staff. In Cambridge six historians are interested in eastern Europe and two of these specialise on modern eastern Europe. In Glasgow there is a senior lecturer in East European History, and a lecturer covering the same field in St. Andrews. In the rest of the universities the number of specialists is very few indeed. This makes a very thin spread over the country as a whole.

23. Among economists and social scientists the number of specialists covering eastern Europe is also very small, and the number of students who specialise in any systematic way is restricted by the barrier of language. At the London School of Economics there is a small group of four staff engaged on Russian studies, covering government, politics, economics and law. About 18 students a year have been taking an optional paper on the Government of Soviet Russia. In Oxford there are two economists concerned with the Soviet Union and eastern Europe. There are in all 15 post-graduate students, mostly of history and social studies (Table VIA). In Cambridge there are 6 other staff including 3 economists interested in this area but no post-graduate students.

24. The two groups of Soviet specialists in Birmingham and Glasgow have already been mentioned (Chapter V). The department of Economics and Institutions of the U.S.S.R. at Birmingham has a staff of five and a total of about 20 undergraduate students. There have been very few post-graduate students and the lack of post-graduate awards has been a handicap to the development of these studies. The energies of the group of 4 staff in Glasgow have been devoted mainly to research and the publication of a journal.

25. The Sub-Committee was interested to find a lively interest in the Russian area among geographers, who showed a considerable interest in learning Russian. Indeed some of the most constructive suggestions for studies related to the non-western world came from geographers in several universities.

26. The volume of study on the history, economics, government and geography of eastern Europe and Russia is thus very limited and does not correspond to the growing importance of this area. The lack of a wider interest is, no doubt, partly due to the difficulty of obtaining documentary material and of travelling to Russia for the purposes of research. As important has been the language difficulty.

27. Two institutions voiced these difficulties clearly. In its evidence to the Sub-Committee the London School of Economics stated:

"There has been a substantial increase in the last five years in the number of graduates working in the Soviet or related East European or Communist fields, and a number of studies have been completed or are nearing completion which will be useful contributions to knowledge. Nevertheless, serious difficulty is caused by the lack of facilities for learning Russian. What has been achieved by graduate students so far has very largely been achieved by a few who, because of their foreign background, or because they have received training in the United States or elsewhere, start with an adequate knowledge of Russian. We are fully satisfied (and experience in the Russian Institute of Columbia University confirms this view) that it is impossible to develop serious graduate study in the Soviet field unless there exists adequate provision for the training in the Russian language of students of good academic standing in the social sciences."

28. In Glasgow, History students may take two courses in Russian History; Russian history since 1801, and a special subject on the Russian Revolution 1917-1921. The University said in evidence:

"The present situation is not entirely satisfactory. It is difficult to teach adequately a Special Subject on Russian History to students lacking any knowledge of the Russian languages . . . It is doubtful whether the major object of turning out each year a limited number of 'specialists' in the East European field can be satisfactorily achieved within the framework of either the History or the Russian department alone. Finally it has not, so far, proved possible to develop post-graduate research."

To overcome these difficulties in Glasgow proposals are now being discussed for an integrated Honours degree course in East European Studies. This would combine instruction in Russian, to overcome the language barrier, with a study of Russian history and thought. Good facilities for post-graduate research are available in Glasgow because of the material in the Department of Soviet Studies provided students can master the language.

29. The growing number of students taking Russian as a subsidiary subject may do much to relieve this problem in the provincial universities.

### Post-graduate awards

30. The hope of the Scarbrough Commission that the special system of post-graduate awards would help to stimulate more historians, economists and others to specialise in these fields and to learn the necessary languages for this purpose has not been fulfilled. The distribution of the Treasury Studentships was in practice geared to the needs of the language departments first and foremost, and so failed to stimulate interest in other departments.

31. A high proportion of these awards went to linguists, who subsequently found posts in the language departments. Even when the student's field of research was not linguistic his subsequent employment within a language department has often meant that his activities remained within the orbit of that department and did little to touch students in other departments. There have been exceptions to this rule, notably among the anthropologists, who benefited greatly from the awards. But broadly speaking the Treasury Studentships failed to break down the esoteric reputation of these studies, either by stimulating other faculties or by giving greater emphasis to modern fields of study. This problem is discussed at greater length in Chapter XII on Postgraduate Awards.

## Summary

- (i) If one looks at the whole field of Oriental, African, Slavonic and East European studies outside the language departments it is clear that two factors have dominated developments in the last 10 to 15 years. On the one hand the emerging pattern of independent Commonwealth territories has stimulated political, economic and sociological studies of these areas in the universities. This interest has not been restricted by serious language barriers. On the other hand the vast areas of Asia, of the Middle East and of eastern Europe have scarcely been touched. This is because the political and social ties with the United Kingdom are looser and the language difficulties are far greater. The political and economic importance of these regions have not produced a corresponding effort to increase research and teaching about them.
- (ii) The currents of interest towards Africa and the Indian sub-continent are much to be welcomed. But they are not enough. They do not reflect the comparative importance demographically, politically or economically of these areas on the one hand and of the Far East, the Middle East and eastern Europe on the other. The lack of balance between the study of the latter set of regions and of the areas where English is spoken is one of the most striking weaknesses of the present situation.
- (iii) The proposals of the Scarbrough Commission have had little direct effect upon developments in the non-language departments. The increase of Commonwealth studies was not the outcome of the Scarbrough proposals or of the earmarked grants but grew more spontaneously. Not did the scheme of Treasury Studentship do as much as had been hoped to persuade graduates in other fields to turn their attention to the study of the regions of eastern Europe and of Asia outside the Commonwealth.

## Part 2: Assessment

### CHAPTER VII

## THE NEEDS OF THE NATION AND THE ROLE OF THE UNIVERSITIES

1. The first part of this Report has been mainly confined to a factual record of developments between 1947 and 1960. A review has little meaning unless it is matched by an assessment of the success of these developments in terms of their original purpose and of the needs of the future. Has the importance of Oriental, African and Slavonic studies grown or decreased since the time of the Scarbrough Commission? How far has progress in the universities between 1947 and 1960 fulfilled the Scarbrough Commission's intentions? In what directions should these studies be developed in the future?

#### **The need for the study of the non-western world**

2. The Scarbrough Commission laid great emphasis on the national importance of these studies. It believed that an understanding of Asia, Africa and Russia was of growing importance in the post-war world, but that knowledge of these great areas and their peoples was inadequate. The universities had an important part to play in providing the basis for this knowledge and understanding.

3. The Sub-Committee believes that the need for this understanding in 1961 is at least as great as it was in 1947, and that the role of the universities is more than ever important. In these 13 years the pace of change in eastern Europe, Asia and Africa has quickened. In the same period almost all the colonial empires have become independent states. The world is now a startlingly different place from what it was at the end of the war.

4. It is not necessary to elaborate here the changes which have come over the world in this period. The point which is mainly relevant to the Sub-Committee's work is that the political centre of gravity of the world, which up to the time of the Second World War was in western Europe, has now moved outwards, east, west and south. But the British educational system has taken little account of these developments. So far as it considers any area outside the United Kingdom it still seems able only to see western Europe, with an occasional bow to north America and the Commonwealth. Western European languages, civilisations and history dominate the arts faculties of British universities. It seems to the Sub-Committee that this state of affairs is anachronistic and shows an inadequate response to the changes now occurring in the world. This failure in response is not of course peculiar to the universities, but it is the universities which have the strongest obligation to correct it.

#### **The role of the universities**

5. It would be wrong to suggest that the universities should attempt any direct influence on outside events. The search for truth must not be confused with political efforts to implement or sometimes to frustrate its findings. The universities have, however, a duty to meet in their own way the needs of the society

in which they live. It is the Sub-Committee's belief that the world has changed so much in the last 10 to 15 years, and the importance of the non-western world has grown so fast, that the universities need to recognise this in the balance of their studies. In suggesting that greater attention should now be given to studies related to eastern Europe, Asia and Africa than in the past the Sub-Committee has had in mind academic requirements. It is satisfied these regions and their civilisations are, generally speaking, appropriate for university study.

6. An increase in the proportion of studies devoted to the non-western world would now be particularly timely. In a period when it is public policy greatly to increase the number of university students, and when new universities are being set up and new courses are being thought out, such a change would be easier than usual to carry out. The expansion of studies in these fields can be encouraged without adversely affecting the numbers of staff and students who teach and follow courses with the more normal focus on Great Britain and western Europe. In any event the change is likely to be gradual. We would not suggest that any violent new orientation was either desirable or practicable. We are, however, convinced that the time has come to widen the horizons of university teaching, and for more students to come into contact with the ideas, history and social development of countries beyond western Europe. Many of these societies are based on civilisations far older and at least as distinguished as our own. Neither their past achievements nor their present importance justify the almost total ignorance of most university undergraduates about these areas or the small amount of research being done concerning them.

7. The process which started as the result of the recommendations of the Scarbrough Commission has only gone a small part of the way. Many of its aims to broaden the scope of research and teaching into non-linguistic fields and to increase the proportion of modern studies have not been fulfilled. Much of the Commission's analysis of the lack of balance in these studies is as apposite in 1961 as it was in 1947. World events now demand that a renewed effort should go into these studies and that their scope should be widened along lines rather different from those of Oriental and Slavonic studies in the past.

8. There are already encouraging signs that some university schools, a few departments and some of the new universities are beginning to work along new lines. And the interest being taken by economists and social scientists in the underdeveloped countries of the Commonwealth is a valuable springboard for studies of other areas. This activity among the social scientists is one of the most hopeful developments which has taken place in recent years, and promises much for the future.

9. The universities have two main functions in this field. Firstly they should preserve and extend the research and scholarship on which knowledge of these countries and their civilisations is based. Secondly they should by their teaching increase the numbers of students who come into contact during their university courses with the history, ideas and problems of the countries to the east and south of western Europe.

### Scholarship

10. The interest of the scholars may be divided into four main groups:
- classical languages and literature;
  - non-linguistic studies related to classical periods;
  - modern and spoken languages and literature;
  - modern history, geography and the study of modern societies.

The dividing lines of these groups vary from area to area, and language to language. In Slavonic studies the divisions are mainly between mediaeval, modern and Soviet periods. Classical studies of Chinese, Indian or Jewish civilisations go back much further. The study of Africa south of the Sahara generally covers only the last 100 to 150 years.

11. The Sub-Committee does not wish to press these distinctions too far, but they provide a rough basis for discussion. The relative weight given by the universities to classical and modern studies of these areas and to language and non-linguistic studies is of growing importance. It affects academic traditions within the universities. It affects the kind of research carried on, and the nature of the contribution of this research to society. It affects the numbers of students who come into contact with the civilisations of the non-western world. It affects the knowledge and attitudes of these students towards these countries in their subsequent careers. In view of the growing importance of Asia, Africa and Russia the universities have a great responsibility in determining how these studies shall be developed and the balance between linguistic and non-linguistic studies and between classical and modern studies. We elaborate on this question of balance in the next two chapters.

### Teaching and students

12. The scope of the teaching related to the non-western world, its concentration within language departments or its spread over a variety of disciplines also affects the numbers and qualifications of men and women who move on into their careers with some knowledge of these countries. Universities do not attempt to relate the subjects taken by students to the career prospects open to them after graduation. But the careers these students follow divide them into three categories:

- those who will go into university teaching;
- those who will use their university training specifically in their later careers;
- those who will count their university years as a part of their general education, and who will go into occupations where the subject of their university study is not used directly.

13. In the first group the most obvious people are the linguists, who return to the language departments for research and teaching. There are also some others, though their numbers are still very small, who are specialists in other disciplines and elect to study particular regions of the non-western world and teach in the non-language departments.

14. In the second group are mainly the linguists of Oriental and Slavonic languages who use their knowledge of these languages directly in their work for government departments, industry and commerce, or for teaching in the schools. Most of them are interpreters, translators or librarians, or members of research departments.

15. Those in the third group include linguists who have studied these languages but do not use them to any significant degree in their careers. The study of the languages, literature and civilisation of the area is part of their general equipment for life. It will enlarge their horizons and improve their judgement on public affairs and on such part of their work as may directly or indirectly touch these areas. At present there are few students who have studied a "hard" language and are prepared to regard this study as a general education, and fewer still whose general abilities are high. There is a strong tendency among linguists of these "hard" languages to feel that their training is wasted unless they use it

directly in their careers. This reaction is understandable, particularly when there are so few well qualified students, but the Sub-Committee would deprecate any hardening of this attitude. These students would be most valuable members of society in other walks of life. The student of French or German is normally not so narrow in his choice of career, and the Oriental or Slavonic scholar would do well to broaden his field of choice.

16. A similar change in attitude among employers is also desirable. Some of them regard a degree in a "hard" language almost as a disqualification for a business career, and recruit such students only for specialist posts.

17. The third group may include students who have specialised in some aspect of, say, the history, geography or economics of these areas during the course of their studies as historians, geographers or economists. In their subsequent careers this study serves to broaden their approach and increase their interest in the non-western world and to build up a more informed public opinion. Unfortunately the number of students who have such opportunities to study these areas are very few. At present students devote almost all their undergraduate studies to developments in western Europe or the western world. Yet it is these men and women who by and large man the senior ranks of the Civil Service, the British Council, the B.B.C., commerce and the non-technical branches of industry. They are found in politics and the Press. Their collective influence is as vast as their curiosity and collective knowledge about the non-western world is meagre. The Sub-Committee considers that this weakness in the educational system is responsible for many of our present difficulties. It believes that with the growth of importance of the non-western world this weakness, unless remedied, will prove increasingly serious.

### Remedies

18. There are deficiencies at the present time in the scope of both teaching and research about these regions. These weaknesses are not best remedied by large, expensive and therefore impracticable plans of re-organisation. They can more profitably be attacked at a few key points and by relatively modest expenditure. The Sub-Committee believes that a carefully calculated scheme of support for those developments which are likely to be really productive would produce more radical results and less opposition.

### Summary

- (i) Great changes have taken place in the world since the end of the war. The political centre of gravity has moved out from western Europe. The British educational system, including university studies, has taken little account of these changes. It still concentrates almost all its attention on Great Britain and western Europe.
- (ii) The Sub-Committee considers that these great changes make it even more important than at the time of the Scarbrough Report that greater attention should be given in the universities to studies related to Asia, Africa and eastern Europe. In coming to this conclusion it has taken into account the academic requirements of these studies.
- (iii) The expansion of these studies raises important questions of the balance between linguistic and non-linguistic and classical and modern studies, both for teaching and research.
- (iv) The weaknesses in the present system call for support at a few key points.

## CHAPTER VIII

### LESSONS FROM THE YEARS 1947-1960

#### Effect of the earmarked grants

1. It will by now be clear that the direct effect of the Scarbrough Commission's proposals was limited almost entirely to the language departments and to the two specialist London Schools. With few exceptions the applications for and the distribution of the earmarked grants was restricted to the faculties and departments of Oriental, African, Slavonic and east European languages. Some of the new appointments in these departments included historians, archaeologists and philosophers, but most of these teachers remained within the orbit of their own departments, and taught few, if any, students in other departments. This equation of "Scarbrough grants" with language departments emerged clearly during the Sub-Committee's visits. Most universities assumed, until otherwise informed, that the Sub-Committee's review covered only language departments and was not concerned with the work of economists, historians and others who were working outside the language departments.

2. This equation of Scarbrough money with language departments was made still more emphatic by the distribution of the Treasury Studentships. Most of these students were trained in and subsequently employed by the language departments.

3. The support given to the language departments and to the School of Oriental and African Studies meant a period of rapid progress in the Oriental departments up to 1952, particularly in London, Oxford and Cambridge. It also produced an active newcomer to this field, in Durham. But the weakness of the foundations of this expansion became apparent immediately the earmarked grants ceased. Support by the universities for a continued expansion of the Oriental departments was not forthcoming.

4. Almost the only exception was the School of Oriental and African Studies. It continued to grow after 1952, though at a much slower rate, because it had succeeded in making itself a sufficiently integrated part of the University of London to win continued support. While a part of its success in doing so can be attributed to the very large earmarked grants it had received which allowed it to establish itself more firmly than departments elsewhere, this is not the whole explanation. The Senate of London University could have argued, as other Senates did, that after so much preferential treatment the School was due for a less favoured position. It did not do so and the School owes much to the University for its continued support.

5. Although the earmarked grants were channelled almost as exclusively into the Slavonic departments, the ending of the earmarked grants proved less crippling to them. With more modest ambitions they were less disappointed, and they have subsequently found themselves carried forward gradually by more organic influences inside and outside the universities. These influences have affected the provincial universities more than Oxford, Cambridge or London.

Until the number of well-qualified students from the schools rises sufficiently to replace the ex-service entrants, or special measures are taken to provide pre-entry courses in Russian for school leavers, the Slavonic departments with high standards of entry will find it difficult to maintain the numbers of students and staff. We return to this question in Chapter XV when we discuss intensive language courses.

6. The result of limiting the support for Oriental and Slavonic studies to the language departments has meant that some of the universities have found themselves caught in a cul-de-sac from which it has proved difficult to escape. That the cul-de-sac was filled with the most valuable treasures of classical scholarship has obscured the lack of balance between these studies and those undertaken in other faculties and departments, and between classical and modern studies. There had been too little contact between most of the Oriental departments and many of the Slavonic departments on the one hand and the rest of the universities on the other. There has been too little attempt to relate the study of these languages to research in other departments covering the same areas. And there has been insufficient effort to balance classical and modern studies.

7. The Sub-Committee has been disturbed by the lack of a conscious policy for these studies, and the lack of contact between the language departments and other departments and faculties. In one university, for example, proposals were recently being discussed for the formation of a group of all those interested in Afro-Asian social studies, in order to co-ordinate their work. The secretaries of six faculties were notified, but the circulation list did not include the Oriental faculty. This is an extreme case, but it highlights the isolation of the language departments, the failure of other departments to establish relations with them, and their remoteness from the modern world.

#### **Need for more modern and non-linguistic studies**

8. The Sub-Committee has also been disturbed by the smallness of the resources in total devoted to non-linguistic research of these areas, and within this small total by the disproportion in the amount of work being devoted to the countries of the Commonwealth compared with eastern Europe, the Middle East, South-East Asia and the Far East. This disproportion is due to the language barrier in those areas where English is not spoken. The Sub-Committee welcomes the development of Commonwealth studies, but it hopes that these will not be limited to studies in English. It also hopes that more attention will be given to regions outside the Commonwealth. Here again, greater co-operation between the language and the other departments might have produced better facilities for learning modern Oriental and east European languages. In some universities no instruction in the spoken versions of these languages is available. In others, it has only been started very recently.

9. The inward looking characteristics of the language departments and their lack of interest in modern studies and languages have contributed to a number of unfortunate results. They have cut them off from other staff in the university and from the possibilities of contributing as fully as they might have done to the work of other departments. The historians, lawyers, geographers and economists have not had the encouragement they might have had for attempting to study areas where there was a language difficulty. Without scholarly studies of the languages, history and cultures of these non-western societies covering the past 150 years, as well as the previous 2,500 years, the universities cannot provide the basic knowledge which should inform and guide the nation at large.

10. Equally important, the lack of modern studies and languages has adversely affected the number of language students. It was clear to the Scarbrough Commission, and has been confirmed recently by the response to new courses in modern languages, that more students will enter the language departments if they can learn modern as well as classical languages. The shortage of students has been the language departments' greatest embarrassment. It has complicated the relations of each department with its university. It has deprived the staff of essential contact with the student body.

11. There are a few exceptions to this gloomy picture, notably at the Schools of Oriental and African Studies and Slavonic and East European Studies in London, in Middle East Studies in Oxford and on a small scale in some of the provincial universities. The total effort is however very small compared with the need.

12. We regard the narrowness of the range of studies of the non-western world, and particularly of the countries outside the Commonwealth, as a critical defect of the present system. There are far too few people studying these countries and on a much too narrow front. As a result too few students are attracted to these studies, and there is no steady flow of men and women with this general background into the nation at large. This situation, if it is allowed to continue will have serious political and economic consequences for Great Britain.

13. Part of the responsibility for the present isolation of the language departments and their emphasis on classical studies must be attributed to the decision to discontinue earmarked grants at the end of the first five years. The Scarbrough Commission recommended that earmarked grants should be discontinued "when the programme of development is nearing completion". This position had not nearly been reached by 1952. We fully appreciate the objections to earmarked grants and are sympathetic towards the reasons which led to their discontinuance, but for several departments and faculties the decision was premature and produced too violent a change of fortune. The plans for the Oriental departments in Oxford and Cambridge, for example, came to a dead stop when they were only half achieved. Even more important, it was that part of their plans which might have led to studies of more modern subjects which suffered most from the ending of the grants. These plans were nipped in the bud. The position in Durham was similar.

14. Had the grants been continued it is likely that the language departments would have been able to establish their standing in the universities more securely. It has been clear to us that many of these departments, as they are now, are too small and too out of contact with the rest of their university to compete successfully for university funds. Deprived of earmarked grants, many of them have ceased to grow at all.

15. What is less clear is whether a repetition of the same pattern of grants, concentrated almost exclusively on the language departments, would have succeeded in producing a vigorous enough growth of modern studies or in integrating these studies with the work of historians, economists, geographers and others outside the language departments. The Sub-Committee is doubtful if this would have been achieved without some deliberate reorientation of the grants to include other departments. Without such a reorientation there would certainly have been many more language teachers without a corresponding increase in the number of students. This would have increased the embarrassments of the language departments still more.

### **Distribution of the grants in the past**

16. It has also become evident that the earmarked grants were on the whole distributed too widely, and therefore in too small amounts. The small departments and the one-man appointments have not prospered, and have led to a waste of resources and the disappointment and isolation of the individuals concerned. To make its mark, or even to find its feet in the university, a department must be a large enough nucleus to give its members moral and intellectual support. They must also be numerous enough to offer the students some choice of courses and some variation of teachers. The constant contact of a student with a single teacher of Russian, Arabic, Turkish or Chinese and the lack of alternative stimuli for ideas and discussion is stultifying to teacher and student alike. It is not surprising that these small departments have not attracted many students. Some teachers have not had more than one Honours student a year for ten years. Some have had no Honours students at all.

### **Distribution of support in the future**

17. In the future it is essential that encouragement should only be given where the development will be on a larger and more integrated scale. How large depends on the language, the nature of the studies, and the links with other parts of the university. The policy should be one of concentration on the universities which have showed the greatest vitality or are prepared to back more ambitious proposals which stand a real chance of growth.

18. In determining which universities and departments should be supported a different approach for Slavonic studies on the one hand and Oriental and African studies on the other is needed. If the present interest in Russian is sustained and the teaching of Russian in the schools increases, the universities can expect to build on the basis of a rising demand from the students. This does not mean that every university should teach Russian in the next quinquennium, or even that the eight who wish to start should all do so. A further eight in addition to the thirteen which already teach Russian would spread both staff and students too widely. But in general the expansion of Russian language studies has a well-founded buoyancy.

19. Even on the most optimistic estimates the number of students for each of the Oriental languages is likely to be fewer than for Russian, not least because there are more major languages to choose from. Students will inevitably be divided between these. A policy of concentration should therefore be pursued rigorously, so that more students are drawn to each main centre and these centres can offer a wider choice of languages and related courses. Such a policy will help to strengthen the Oriental departments themselves and enable them to hold their own in the universities. At present it is the small number of students which is their weakest point. This has proved the great stumbling block in the eyes of the rest of the university to each department's plans for expansion.

20. Concentration also helps to overcome the difficulty of providing for less widely spoken languages, such as Czech, Polish, Serbo-Croat, Greek, Turkish, and the many eastern languages. A variety of languages adds richness to the life of departments, but the number of students is so small that the teaching of these languages must be limited to only a few universities. The difficulty of providing adequate libraries for research material in these languages is an added argument for concentration.

### **Expansion of studies outside the language departments**

21. Whatever benefits may be gained from a policy of concentration and of

greater support for the most vigorous language departments, we do not regard this as more than part of the solution. The failure to attract more students is both a cause and an effect of the isolation of these studies from the main streams of university life. If our aim of increasing the knowledge and understanding of the countries of Asia and eastern Europe is to be realized, this cannot be achieved through the language departments alone. The need at the present time is not for many more linguists. It is for more historians, lawyers, economists and other social scientists to specialise in these areas, to permeate the universities with their ideas, and to give more students in their departments an opportunity to learn about the non-western world.

22. An expansion along these lines would have a number of valuable results:

- it would give the nation a greater and better balanced reservoir of scholars and published material about these countries. Both are at present quite inadequate in relation to the importance of these regions;
- it would help to build up a body of informed opinion about these countries, both by means of contact between the universities and the outside world and through the education of the students;
- it would indirectly stimulate a greater interest in these languages, from which the language departments would benefit;
- it would increase the proportion of modern studies and the study of modern languages, as compared with classical studies.

23. The Sub-Committee regards all these as important aims of public policy. If the universities are to meet the needs of society they should be developing much faster than they are now the fundamental understanding of the non-western world.

24. The Sub-Committee does not, of course, mean to suggest that proper support should not be given to the language departments and to the claims of classical scholarship. The reputation of the universities and the standing of Oriental and Slavonic studies would not be sustained without a sufficient core of scholars dedicated to the deepest study of the more distant past and of the great classical periods of literature and thought. The number of scholars working in these fields in 1947 was totally inadequate, and in spite of the expansion from 1947 to 1952 there are still many deficiencies. The Sub-Committee does not wish to diminish the volume of these studies or to bar the door to some new appointments. But it regards the studies in other faculties and in the more modern fields which are complementary to them as the point of growth in the future.

#### **Demand for linguists**

25. The Sub-Committee is fortified in its view of the importance of increasing non-linguistic studies by the current state of demand for language specialists. The outcome of the inquiries of the inter-departmental committee under the Chairmanship of the Foreign Office and of the committee on the Teaching of Russian set up by the Education departments does not suggest that there is any general shortage of linguists in Asian, African or Slavonic languages. The present output from the universities, modest though it is, appears more or less to meet current demand. There are small shortages here and there in particular languages and for particular purposes, but the overall picture does not suggest that if the language departments trained many more linguists, particularly of languages other than Russian, there would be enough suitable posts which demanded a knowledge of these languages.

26. For careers which carry the best prospects of advancement, such as the Foreign Service or overseas managerial posts, it is exceptional for the employer to insist on a language degree as a condition of appointment. Most employers are interested first and foremost in the general abilities of their recruits, and are prepared to give opportunities for language training after entry. They wish to leave the field open for the most able candidates, whatever their previous university training. These posts are open to specialists in the "hard" languages, but they must have the other more general qualities as well. Nor are the number of senior posts for which these languages are considered necessary or even desirable at all numerous. The Foreign Office is the most interested employer, but even when its demands and those of other government departments, public authorities, industry and commerce are added together, the total remains small.

#### **Oriental and African languages**

27. The Foreign Office would welcome more recruits who have studied Oriental languages, if they have the other qualifications required. The ideal recruit is the man who is both an all-rounder and a linguist; a first-class degree in Arabic or Chinese will not compensate for a lack of general aptitudes, personality and drive. The Foreign Office would be glad to recruit 10 or 12 recruits a year with a knowledge of the "hard" languages, provided they also have the high general qualifications. If more generally qualified students of Oriental languages came forward the Foreign Office would be delighted, since this would obviate the necessity for long courses in these languages, after they have joined the service, for recruits who have graduated in other subjects. Moreover, although the Foreign Office has excellent facilities for teaching Arabic at its Middle East Centre for Arab Studies, it would welcome more recruits who have studied Arabic at the university, since the length of their course at MECAS in modern spoken Arabic could then be reduced.

28. The British Council takes a similar view of the relative importance of general and language qualifications. Provided the general qualifications of candidates are up to standard the Council can take one or two "hard" linguists a year, but they are equally insistent on the importance of general qualifications and are prepared to train cadets in the necessary languages after entry.

29. The Colonial Office's responsibilities are shrinking and with them its demand for linguists. In any event the Colonial Office has been accustomed to train cadets after entry. Demand from the Commonwealth Relations Office is small, but it is hoped it may grow.

30. Industrial and commercial firms now have fewer United Kingdom representatives permanently stationed abroad. More local nationals are employed and quicker means of travel makes it possible for senior executives to visit their local branches for short periods. When firms need someone of British origin to work locally for a short period they either rely on interpreters, or, as in the case of some of the oil companies, give a short intensive language course to the individual selected.

31. Below the senior administrative and managerial grades of these services there is a demand for interpreters, translators, research officers and librarians, all of whom must have or acquire language qualifications. At present demand does not exceed supply on any large scale and only irregularly. It will, however, almost certainly grow. University students go into these posts, but reports of Appointments Board officers and others suggest that these are often unsatisfactory openings for graduates. They do not usually lead to executive, administra-

tive or managerial posts, and are liable to prove a dead-end. The able university student soon feels that his energies are being too narrowly confined.

### Slavonic and East European languages

32. The demand for Slavonic and East European languages is similar as far as the public services and industry and commerce are concerned. The situation of the student of Russian is however better in two respects than that of the student of Asian languages. On the one hand Russian is regarded by students as a less highly specialist language than the Asian languages; more take it for general interest without assuming they will necessarily use it full-time in their subsequent careers. On the other there is now some prospect that there will be a demand for teachers of Russian in the schools. This demand is still small and uncertain. But we hope that it will grow and that the recommendations of the Committee under the chairmanship of Mr. N. G. Annan will result in strong support for such teaching in the schools.

33. Our inquiries have revealed how important this Russian teaching is. We would like to add our own arguments to any which that Committee may make for the extension of such teaching. We consider that there are three strong reasons for encouraging Russian in the schools:

- first an understanding of Russian and the Russians and better contacts with the Soviet Union are so important politically and economically that these should be fostered by a greater study of Russian in the schools. Russian literature, history and thought justify greater attention than they now receive;
- secondly the work of scientists and the specialisation of a greater number of historians and others on the Russian region would be facilitated if more students had studied Russian at school. They would thus find it easier to read scientific journals or study original documents;
- thirdly the study of the Russian language to an advanced level at the university is severely handicapped by the lack of teaching at school. The universities are not equipped to give elementary language teaching and many of the benefits of the university courses are lost if elementary Russian has to be learned during the undergraduate years (see also Chapter XV).

For these reasons we should strongly support proposals to extend Russian teaching in the schools.

### Future developments

34. Except for the possibilities of Russian teaching in the schools it is not possible to argue that the language departments should be producing many more linguists to meet the demand from employers. We do not therefore advocate an expansion of the language departments on the basis of external demand. A much sounder basis for growth is the demand from students for teaching and the need to provide a better balance between classical and modern studies. It is clear that the demand from students for Russian is increasing fairly rapidly, and there are at last signs that the demand for the teaching of Arabic and Chinese is rising. The interest among the students in these languages can give the language departments surer foundations on which to build than they have had in the past.

35. The future of these languages in the universities is not, however, dependent only on developments inside the language departments. The Sub-Committee considers that the future of these departments is intimately bound up with the development of studies related to these regions in other parts of the universities.

The language departments will prosper best if they are supported by and contribute to the work of other departments. This applies more especially to the Oriental departments. It is by encouraging a wider interest in these areas among the other departments that the language departments will come into their own. It was because the distribution of the earmarked grants was virtually confined to the language departments and did not also stimulate parallel efforts elsewhere that progress has been so disappointing. The Committee hopes that its proposals will avoid this danger in the future.

#### Summary

- (i) The main result of the Scarbrough recommendations was to give encouragement to the language departments and to linguistic studies. Little was done to encourage teaching or research outside the language departments.
- (ii) For some language departments the ending of the earmarked grants was premature. But continuance of the grants would have necessitated some reorientation. Otherwise there would have been many more language teachers with little increase in student numbers.
- (iii) The distribution of the earmarked grants was too wide and encouraged too many small departments. In future encouragement should only be given where development will be on a larger and more integrated scale.
- (iv) In future the language departments cannot be expected to carry the responsibility alone. There must be an expansion of these studies outside the language departments.
- (v) There is no evidence that there is a general shortage of linguists of the "hard" languages for posts outside the universities. Expansion of the language departments in the future will depend on the demand for teaching from students and the development of interest in these regions in other faculties and departments which will require reciprocal developments in the language departments.

## CHAPTER IX

### LESSONS FROM AMERICA

1. A report on our visit to America, which we were able to undertake thanks to the generosity of the Rockefeller Foundation, will be found at the end of this Report. We hope that it will be studied, because it gives a fuller account of developments in America and provides a more extended explanation of some of our views, which are only summarised here. The members of the Sub-Committee who visited America were the Chairman, Sir Stephen Gibson, Sir Lionel Lamb, Sir Steven Runciman and the Secretary. They are most grateful to the university authorities in the United States and Canada for their help and hospitality, and for the information they put so generously at the Sub-Committee's disposal.

2. The visit took place early in our inquiries, and at the time the very different setting of American education, the lack of language teaching in the schools and the different balance between undergraduate and graduate studies seemed to make much of the American experience inapplicable to Great Britain. Indeed it seemed to us at one time that the only important lesson we had learnt was that recent American legislation put foreign language teaching on an equality with the teaching of the natural sciences. It was only as we came to the end of our visits to British universities and appreciated the problems facing Oriental and Slavonic studies in this country that we saw more clearly the relevance of American experience to Great Britain. This does not mean that the methods and objectives of the American universities could or should be transplanted wholesale to this country. It does mean that some of the American ideas could be used to stimulate fresh thinking here. They give a practical demonstration of a different approach to the study of the non-western world. The comparisons are provocative and prevent any complacency about developments here.

3. The most important lessons to be learned from the development of Oriental, African and Slavonic studies in America since the war relate to its three most important characteristics: the scale of the effort, the type of organisation on which it is based and the emphasis on modern studies.

4. Firstly the rapidity of growth of these studies in American universities particularly since 1958 and their present scale is striking. This growth is likely to cause short-term difficulties in universities of other countries, owing to a drain of qualified staff to America. In the longer-run the benefits may also flow the other way.

5. Secondly the creation of centres or institutes carrying out what have come to be known as "area studies" provides an interesting type of organisation. The centres have been richly supported by the Foundations and the Government and owe their creation mainly to them. While the nucleus of staff in the centres is normally small they have an influence out of proportion to their size, and provide a valuable means of bringing specialists from different disciplines into contact with one another.

6. Thirdly the emphasis in most of these centres is on the study of modern languages and modern studies. Classical scholarship where it already existed has continued or increased, often in the normal language departments, but the

centres themselves have tended to concentrate on the social sciences and on modern history and literature. This has given a great stimulus to modern studies.

7. These three characteristics of the American effort deserve a fuller examination.

#### **Expansion of Oriental, African and Slavonic studies**

8. The scale of these studies in American universities has increased rapidly since the war. The expansion can be divided into two stages. Up to 1958 it was fairly gradual and based mainly on funds received from the Foundations, particularly the Rockefeller, Carnegie and Ford Foundations. Since 1958 the expansion has become much more rapid, not to say explosive, and is financed mainly from public funds under the National Defence Education Act.

9. During the earlier period the funds from the Foundations were deployed in a fairly small number of universities. They were used mainly:

- to set up centres of area studies in the universities;
- to pay fellowships (post-graduate scholarships) to encourage post-graduate students to specialise in Slavonic, Oriental or African studies and to encourage research;
- to pay for travel and study abroad;
- to build up libraries and technical aids for language teaching.

10. These funds played an essential part in building up these studies in the universities. The American universities are deeply indebted to the Foundations, as are several British universities, for the support of these studies. Without this support there could not have been the more rapid expansion which followed.

11. In the past nine years the Ford Foundation has granted 911 fellowships to young men and women to enable them to study the non-western world and to travel to Slavonic, Oriental and African countries. Fellowships were also given by the Rockefeller Foundation. A high proportion of young university teachers of these subjects have been Foundation fellows. While some foreign teachers were recruited from abroad during these years, the number of fellowships and the rate of growth of the centres up to 1958 permitted American universities to staff a large proportion of their own expansion from men and women trained in America. Nearly half the Ford fellows went into universities and colleges, and the rest are adding to the number of experts in government departments and other institutions.

12. The National Defence Education Act, which was passed in 1958, started a series of new developments. It was designed to support a "crash" programme of educational development mainly in the teaching of science, mathematics and modern languages in schools and universities. \$1,000 million was authorised to be spent before 1961/62, of which about 30 per cent. is for institutions of higher education and for students attending them. The Sputnik, with its implications of faster scientific progress in Russia, coupled with unfavourable reports of the success of American activities abroad, due to lack of knowledge about foreign countries, started a wave of self-criticism. This dissatisfaction helped to secure the large appropriations necessary to finance the aims of the Act.

13. It is of particular interest that, as mentioned above, the National Defence Education Act puts on a footing of equal national importance the education of students of certain key foreign languages and that of students of science, mathematics and engineering. In the western world it is rare for any of the humanities to receive so high a priority.

14. In the field of Slavonic and Oriental studies the Act has four means of helping the universities. These cover support for centres, for fellowships, for courses of intensive language teaching, and for the preparation of teaching materials.

15. *Centres.* Under the Act it is possible to designate centres at the universities which can receive support for new or expanded activities. These activities include teaching, library acquisitions and travel. This support is negotiated on a contract basis and the Government pays up to 50 per cent. of the costs. In 1959-60 19 such centres were designated. In 1960-61 the total number was increased to 46.

16. It is an essential element of this programme that the expansion should be rapid. The funds for which the universities can bid are large. The plans are uninhibited by apprehension lest the trained manpower will be insufficient. The policy is to spread the centres widely. In designating so many centres, many of which are not based on an established nucleus, it is clear that there will be strong competition between the universities and a shortage of competent staff.

17. *Fellowships.* In order to enable more students to study the more difficult languages and the regions where they are spoken, there is a scheme of post-graduate fellowships. In the first year 171 awards were made. For the second year of the programme, 1960-61, 476 awards were made at a cost of \$1.7 million. The grants include dependants' allowances.

18. *Language institutes.* The National Defence Education Act provides funds for the universities to run intensive language courses primarily for teachers or would-be teachers. These normally last for 8 weeks during the summer vacation. These are called Summer Language Institutes. There have also been some institutes giving a year's intensive course. The total cost of both types of institute in 1960-61 is expected to be over \$3 million.

19. *Preparation of materials for language teaching.* Under the Act funds may also be provided for preparing materials such as grammars, tapes, readers and dictionaries needed for teaching these unusual languages. In 1959-60 contracts totalling over \$5 million were agreed for the preparation of these materials.

20. The chief emphasis has been on six "critical" languages. These are Arabic, Chinese, Hindustani, Japanese, Portuguese and Russian, but 18 other Slavonic and Asian languages have also been selected for support.

21. The National Defence Education Act only covers the period up to 1961-62. It is, however, expected that government funds will continue to be available after this date.

#### **Drain of manpower to America**

22. The growth of Oriental, African and Slavonic studies in America will in the short-run cause a drain of university staff from other countries to America. In spite of the foundation fellowships, the Americans cannot support the greatly increased rate of expansion for the next few years from their own internal resources. Scholars overseas are already receiving tempting offers from American universities, and the pressure is likely to increase for a number of years, until a new generation of fellowship-holders in America is ready to move into teaching posts.

23. The pressure on Great Britain has started and several key university teachers have now left for America. Recently 12 members of the staff of the School of Oriental and African Studies were under offer from American universities. Historians with a specialist knowledge of Russia and Anthropologists with experience of Africa are also in keen demand. Competition is likely to grow.

24. It would be wrong to suggest that British universities should try to frustrate the normal and healthy interchange of scholars between countries. But the present situation differs from the normal one for two reasons. First the traffic will for the time being be almost entirely one way. And, secondly, there are very small reserves in Britain to fall back on. Some of the staff in Great Britain cover languages and subjects hardly taught elsewhere, and there are few junior staff to step into their shoes. This increases both the value of these teachers to America and the embarrassments of losing them. The loss of some of these key people would sacrifice much of the progress made with such effort in the last 10 years.

25. The Sub-Committee took such a serious view of the situation on its return from America that it submitted an emergency memorandum to the University Grants Committee for immediate action. It recommended:

- (a) the revival of the Treasury Studentship scheme for a short period, pending the Sub-Committee's proposals for a new scheme of post-graduate awards.
- (b) support for the scheme of differential salaries which the Chancellor of the Exchequer announced on 3rd May, 1960\*

26. In the time available it did not prove practicable to expand the Treasury Studentship scheme for the academic year 1960-61, and it was agreed to leave this matter over until the Sub-Committee had formulated its proposals for a new scheme of post-graduate awards. The University Grants Committee wrote to all the universities concerned to bring to their notice the Sub-Committee's anxieties about the demands for staff from America and informed them of the Sub-Committee's views on differential salaries.

27. Despite the known objections in academic circles to differential salaries the Sub-Committee† still regards adequate salaries, if necessary on a differential basis, as one of the solutions to the present difficulties. But it also believes that better amenities for teaching and research, more funds for libraries and much better grants for travel would do much to save the situation. These improvements would also benefit the standards of scholarship in this country. At present the lure of posts in America arises as much from the better amenities, the larger libraries and the more generous funds for travel as from the cash salaries.

28. The overcrowding and the standard of amenities is particularly bad at the two London Schools, and the Sub-Committee feels strongly that extra accommodation is urgently needed by the School of Oriental and African Studies and the School of Slavonic and East European Studies. Both these Schools are seriously hampered by inadequate teaching accommodation and common rooms for staff, by insufficient library space and reading rooms and cramped quarters for students.

29. By its own efforts the School of Oriental and African Studies has recently extended its building and brought some relief to the staff. But the relief will only be short-lived. In any case the Sub-Committee considers that the leading Oriental institution in the country and perhaps in the world should not have to divert so much of its energies to raising from private sources money which should be supplied from public funds. The physical facilities for its staff should not com-

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\* Professor Mansergh did not feel able to support the second recommendation. While equally concerned about the dangers of a drain of staff to America he thought that reliance should be placed on improving the opportunities for travel and research.

† With the exception of Professor Mansergh.

pare to unfavourably with American universities. The same applied to the School of Slavonic and East European studies where the overcrowding is even worse. If staff leave these two Schools because they cannot be given adequate space to teach and to do research this country is failing dismally in its responsibilities and wasting its own resources.

### Centres and area studies

30. Almost all the universities the Sub-Committee visited had centres or Institutes of Russian Studies, Middle East Studies, Far East Studies or African Studies, or more than one of these. There might be separate departments for Oriental or Slavonic languages, but research and post-graduate studies of the area, particularly for the M.A. degree, were usually concentrated in the centre. The administrative and academic arrangements varied in detail from one university to another, but most of them followed the same broad pattern.

31. In general the centre was the focus of work on the area or region, and the funnel through which foundations or government grants reached the university. The staff of the centre was usually quite small; a Director, secretarial staff and perhaps a few research staff. The Centres rarely had any direct contact with undergraduates and were generally entirely post-graduate institutions. This is in accord with the character of university education in America, where there is less specialisation during the undergraduate courses and greater emphasis on post-graduate work (see paragraphs 6-8 in Appendix). Generally teaching staff were attached to the normal faculties and departments, though their salaries might be wholly or partly paid by the centre and their services shared between the departments and the centre. All universities stressed the importance of these links with the departmental structure, so that staff belonged to departments as well as to the centre and kept in contact with the other staff in their own discipline. Such a policy prevented the centre from being too isolated, and helped to spread its ideas through the university.

32. Operationally the Director was the key figure, who could give his whole attention to encouraging studies of the area and stimulating a wider interest in them. Usually with ample funds at his command for research, books and travel, he could exert a powerful influence and attract able people. Within the centre, the group of staff and post-graduate students were drawn from different disciplines, and each was studying the area from his own point of view, as an historian, economist, anthropologist, geographer. The area and a knowledge of its language was the common denominator between them. Up to now few students have studied these languages as undergraduates and most had to learn them intensively after graduation. In doing so they usually added at least a year to their post-graduate courses. Most of them aimed to use the language for reading source material rather than as expert linguists, though there are some language and literature specialists. Now rather more students are learning Russian and occasionally other "hard" languages as undergraduates, which simplifies their subsequent postgraduate work, and may shorten by a year the period in which they can get their Certificate of Area Studies or M.A. degree.

33. The Sub-Committee was impressed with the vigour of these centres and the success which some of them were having in encouraging interest in these areas. There has been criticism of the centres, particularly of the superficiality of some of the post-graduate courses they provide and the lack of discrimination in the choice of some of the subjects of research. Some of this criticism may be justified. But it seemed to the Sub-Committee that the centres had two great

merits. First they provided an excellent power-house to generate interest in these studies. The full-time Director and his small staff were well-placed to initiate activity, and had a clear responsibility for doing so. Secondly the centres with their variety of studies covering the area helped to break down the barriers between the disciplines and to encourage linguists, historians, geographers, lawyers, economists, anthropologists and others, who were all studying the same region, to meet, talk to each other and understand one another's problems.

34. We do not wish to suggest that this country should attempt to follow the pattern of these centres in many universities, but we would be glad to see some adaptation of this idea on a wider scale than is being done now. There are signs that some universities are beginning to think along these lines, and later we recommend support for these proposals. At present the dividing lines between departments constitute one of the greatest barriers to progress in understanding these areas of the world. Any type of organisation which helps to break down the barriers between disciplines, between the linguists and the non-linguists, and between the various non-language departments deserves a welcome. (See also Chapter XIII.)

### Modern studies

35. Circumstances have favoured the development of modern studies and languages in America. The traditions of classical scholarship, Hellenistic as well as Oriental, are weaker than in Europe. The distance from other continents and the need to assimilate large numbers of polyglot immigrants has discouraged an interest in foreign languages. And the motives, intellectual and political, lying below the interest in these studies are related to recent developments in these countries.

36. It can be argued that the American effort places too much emphasis on modern studies and that some of the work is ephemeral and insufficiently based on scholarly foundations and classical languages. There may be some truth in this. But even if there are weaknesses arising from so heavy an investment in modern studies and modern languages, there is also strength in other respects. The vitality of these studies and the interest they have aroused among staff and students are great advantages, and would be equally valuable to Great Britain, inside and outside the universities.

37. The scope of British scholarships in these fields, and particularly in Oriental studies, lies between the severely classical and linguistic traditions of western Europe and the more modernist developments with their greater emphasis on the social sciences in America. At present the balance in Great Britain is still weighted heavily in favour of classical and linguistic studies. The question is how the scope of these studies can be widened and given greater vitality while preserving the supporting structure. The Sub-Committee believes that this can be done, and is encouraged in its belief by the developments in America and by others which are already taking shape in Great Britain.

38. An integral part of all these developments have been the funds provided by the Foundations and the Government for fellowships, travel, libraries and teaching aids. All these have been vital supports, and we regard them as equally important for developments in Great Britain.

### Post-graduate awards

39. The fellowships which have been so indispensable a part of the expansion, have affected not only the scale of expansion, but its direction. The distribution

of these awards as between different disciplines can greatly influence the direction of research and teaching. The fellowships in America not only increased the numbers of students specialising in the Oriental, African and Slavonic fields and gave them time to learn the necessary languages. They also served to encourage a much wider range of study and to bring in students who were not primarily linguists. The distribution of the fellowships was thus complimentary to the organisation of the centres. The multi-disciplinary and modern bias of the centres was supported by and contributed to the wide range of studies undertaken by the fellowship holders who worked in them.

40. The Sub-Committee attaches such importance to the function of post-graduate awards in supporting university work and in extending the range of these studies that it has devoted a separate chapter to this subject (Chapter XII).

## Travel

41. The Americans have fully appreciated the importance of foreign travel to enrich research in these fields and to stimulate interest in them. Both the Foundations and the Government have been generous in providing funds for travel for staff and post-graduate students.

42. The effect of this generosity has been to bring the centres into closer touch with modern developments and ideas in these countries and to encourage research projects related to these countries as living societies. The possibilities of travel are naturally very attractive to staff and students, and have served to increase the popularity of these studies in America, as well as to attract foreign teachers.

43. The Sub-Committee regards facilities for travel as one of the very valuable features of American development. The absence of funds for this purpose has been a severe handicap to British scholarship and is, in part, responsible for the lack of vitality and lack of balance in these subjects in some of the universities. We return to this matter in Chapter XVI.

## Libraries

44. The growth in the number of centres has been accompanied by a growth in the number of universities with large collections of books in Slavonic and Oriental languages. By 1958, for example, there were at least 2.5 million volumes in Chinese, Japanese and Korean in some 20 large libraries in North America. Collections of books in Russian and East European languages and in Arabic and other Asian languages are being built up at the same time. The total investment on books is very big. A much larger proportion of the expenditure is on newspapers, periodicals and current books than in Great Britain, but the total collections are impressive. These large libraries are a great attraction to staff working in universities in Great Britain, particularly those interested in modern studies.

45. Great Britain cannot compete with the American expenditure and provide every Oriental, African or Slavonic department with a large research library. The lesson of the huge expenditure of American libraries is the need for specialisation, concentration and co-operation between universities in Great Britain so that expenditure is put to the best advantage. As soon as one moves out from the classical field into modern studies the scale of library requirements is of a different order of magnitude. This makes it essential that universities should agree to specialise on different regions and different aspects of those regions.

Without this agreement they cannot hope to cover the field adequately, even collectively. They certainly cannot do it individually. Great Britain is a small country and the movement of books to research workers or research workers to particular collections ought to be easy enough to encourage a rationalised library policy.

46. Cataloguing is also a difficult problem, particularly for books in different scripts. Here again this country can gain from American experience. During the last few years great efforts have been made in America towards a standardisation of cataloguing procedures. There has been an extensive revision of cataloguing codes, the establishment in the Library of Congress of a co-operative cataloguing project and the inclusion of current acquisitions in the printed National Union Catalogues. These practices will speed up cataloguing and will make resources more easily accessible for research. The Library of Congress has also devised a co-operative system for collecting materials on the Near and Middle East and India. We discuss the application to Great Britain of American experience on libraries in Chapter XVII.

#### Intensive language courses

47. Relatively fewer students at school or university learn foreign languages in America than in Great Britain. Only 1 out of 7 pupils in the high schools take a modern foreign language. And at the university the number learning Russian or any of the Asian languages as undergraduates has been very small.

48. The absence of students with a knowledge of these languages has presented the Americans with an acute problem when it came to expanding these studies rapidly. To overcome this difficulty they have developed intensive methods of teaching languages. The same difficulty has arisen with languages outside the field of this inquiry, so that these methods have a wide application. They are used, for example, to train school teachers who will subsequently teach French, German or Spanish in the schools.

49. These methods have also been used in this country on service courses and for special purposes, but with the exception of the School of Oriental and African Studies they are not much used for university students.

50. Several of the universities which the Sub-Committee visited had developed intensive methods of teaching and made great use of mechanical aids in what are called "language laboratories". These had usually been financed by the Foundations or with N.D.E.A. funds. These laboratories are lecture, study and control rooms elaborately equipped with sound recording equipment and tapes so that students can listen to language recordings, record their own voices and replay these to themselves. Some of the facilities are on a lavish scale. Classes of 20 students, each with an individual recording machine, microphone and head-piece can be rehearsed from the teacher's desk, where there is a battery of master controls. Individual students can practice in cubicles, and make copies of tapes for use at home. Libraries of tapes in different languages are being collected.

51. Language teachers differ in their assessment of the value of such mechanical equipment. Most are agreed that they are no more than an aid and that many of the basic skills have still to be learned by more traditional methods. Records and microphones cannot do the job without the teacher. The Sub-Committee was, however, impressed with the value of these methods, particularly for increasing the rate of learning. Students can listen to the spoken language and speak themselves hour after hour, day after day, in a way which is not possible otherwise except by living abroad. The problem of learning languages which do

not form part of the normal school curriculum is how to crowd into the years at the university what might have been learned earlier. The language laboratories are being used to accelerate the rate of learning, and to provide a substitute for teaching at school.

52. Another method of intensive study is the summer course, run in the vacations, normally for eight weeks. Students attending these can achieve the equivalent of a year's normal study during the ordinary university terms. At these courses students receive concentrated language training, usually accompanied by the use of mechanical aids such as tape recorders. Many language teachers consider the continuous teaching at these summer courses more successful than intermittent teaching during term. They are certainly a valuable method of overcoming the lack of language teaching earlier in the student's career. By taking such a course the good student may be able considerably to reduce the period of study for a M.A. degree or to give more time for studying his main discipline.

53. These intensive courses are also relevant to the teaching of these languages in Great Britain. The language departments here are also hampered by the lack of knowledge of the "hard" languages when students start their university courses. And there are also language difficulties for post-graduate students from other departments who wish to specialise in these areas and must learn Arabic, Chinese or Russian before they can specialise effectively in their own discipline. We return to the question of intensive language courses for British students in Chapter XV.

#### **Value of American effort**

54. It will be clear from this account of developments in America that these are of great interest to the universities of this country and that there are many lessons to be learned from the Americans' experience. The western world and western scholarship is also indebted to the Americans for the efforts they are making to understand the countries of eastern Europe, Asia and Africa and for the large sums they have given for the development of these studies.

- (i) Developments in America offer an important but short-term danger to British scholarship, and several points of comparison, which should stimulate fresh thinking in British universities.
- (ii) The danger is the drain of university teachers to man the America expansion. The Sub-Committee makes elsewhere a number of accommodations to counteract this drain. For convenience they are summarised here:
  - adequate, and if necessary, differential salaries;
  - better travel grants for staff;
  - better amenities for staff, particularly at the two London Schools, which are severely overcrowded;
  - a concerted effort to increase and make better use of library facilities.
- (iii) The points in American development which British universities and the University Grants Committee would do well to consider and adapt to their own circumstances are:
  - the strength of the support given to Oriental and Slavonic studies by the United States Government, because of their national importance;

- the efforts made through the organisation of centres of area studies to break down the barriers between the different disciplines, and so to produce balanced studies of these areas;
- the vitalising effect of a greater emphasis on modern studies;
- the function of post-graduate awards to channel students into new fields of work;
- the value of intensive language courses and mechanical aids to overcome the difficulty of languages not taught at school, and to shorten the period of learning.

## Part 3: Recommendations

### CHAPTER X

#### THE OBJECTIVES

1. All our recommendations are conditioned by our belief that this country must be better equipped to understand and to contribute to developments in Asia, Africa and eastern Europe. The new and growing importance of these regions with their vast populations has so changed the balance of power and the inter-action of ideas, that the civilisation of western Europe has no longer an undisputed pre-eminence. Its importance continues, but it must accommodate itself to other powerful and creative influences outside.

2. This change means that the period when the universities of this country could occupy themselves almost exclusively with the civilisation of western Europe is over. The time has now come when it would be in the national interest if the universities devoted a greater proportion of their energies to studies related to the non-western world. At a time when the universities are being encouraged to expand rapidly this need not mean less attention to studies related to western Europe. The expansion gives the opportunity for shifting the balance, without reducing the volume of existing work.

3. We think, too, that the alteration should be evolutionary rather than revolutionary, and that the aim should be to encourage changes from within rather than to impose changes from outside. We have put our faith in providing inducements to encourage universities to move voluntarily in the direction we believe to be necessary. We have avoided any attempt to force changes upon them.

4. The Sub-Committee's recommendations involve relatively modest expenditure in proportion to the importance of the changes in the world which they are intended to meet. But they assume continued support over at least a ten-year period. It is essential to avoid a sudden change in policy at the end of five years, such as occurred in 1952. Continuity is dependent both on the policy of individual universities and on government support. The abrupt "cut-off" which affected some of the most vigorous language departments in 1952 was quite as much due to the policy of individual universities as to the decision to end earmarked grants. Since these studies have had such difficulty in withstanding rival claims in the past, it is essential that they should be given a greater assurance of continuity, until they are more firmly established in the future. Some of our recommendations will only be beginning to bear fruit at the end of the 1962-67 quinquennium. We urge a full 10-year period of support to avoid cuts in the programme we propose.

#### Three objectives

5. In making our recommendations we have had three main objectives before us:

- (i) to increase the total volume of research going on in the universities about the countries of Asia, Africa and eastern Europe, and to enlarge the number of staff and post-graduate students who specialise on these regions;

- (ii) to increase the number of undergraduates who come into contact with the ideas, history and problems of the non-western world;
- (iii) to achieve a better balance between linguistic and non-linguistic studies, and between classical and modern studies.

## Research

6. At present the total number of university teachers and post-graduate students who are carrying out research concerning these countries is quite inadequate. It is inadequate in relation to the importance of these countries and to the volume of fundamental knowledge about them which this country needs.

7. Academic work of this kind and the existence of expert scholars to do it are essential if the universities of this country are to hold their own in this expanding field of scholarship. Both Russia and the United States are devoting generous resources to the study of these areas, are training large numbers of university teachers and post-graduate students to undertake work connected with them, and are setting up special centres or institutes for the purpose. Great Britain, with her traditional links with Asia and Africa, should be making a proportionate contribution to the study of these areas. On a more practical level, it is equally essential that much more research should be going on to provide the solid foundations of knowledge upon which statesmen, administrators and business men can base their decisions in the world of affairs.

8. Not only is the total volume of research inadequate but the balance between different regions bears little relation to their relative importance. There is a lively and growing interest in Africa and also in those parts of Asia which have until recently been under British rule. But the Far East, south-east Asia, the Middle East, and eastern Europe are studied proportionately less. This is partly because there are serious difficulties of language. These must be overcome if these countries are to receive proper attention. Later we make suggestions for providing staff and post-graduate students with the time and opportunity for learning these languages.

## Undergraduate courses

9. We are well aware that the curricula of most undergraduates is already overfull, and that further subjects cannot be added without some adjustment of existing courses. We consider it however essential that there should be more opportunities for students in the history, economics, geography, law, social science, archaeology and other departments and faculties to learn about the non-western world. At present the number of courses which deal, except for the briefest of glances, with the non-western world are very few. In the absence of these courses it is impossible for students to study these areas.

10. These courses can be divided into four groups. There could be more introductory courses, which combine a study of Great Britain or Europe with non-western regions, or take the expansionist growth of western Europe into other continents as their theme. A case in point was the introduction in 1960-61 of a main lecture course in London University for first-year history students which covers developments in Asia as well as Europe. Besides introducing historical studies of regions about which the students are likely to know very little, such a course has an additional advantage. It may arouse the interest of some of the students sufficiently to persuade them to choose optional courses or special subjects in the non-European fields in their second or third years. Other departments have similar means of introducing developments concerning the

non-western world into their general courses and of thus stimulating a demand for specialisation later.

11. Secondly there could be more courses specifically directed to particular regions, which students could choose to take because of their interest in these areas. Universities normally offer a wide range of courses from which students can select, but at present few of these courses relate to the areas with which the Sub-Committee is concerned. Those students who chose such a course would necessarily take one fewer of the optional courses covering Great Britain or western Europe. One variant on such special courses is the third-year optional course in the History syllabus at Cambridge which deals with "The Expansion of Europe". This has proved popular.

12. A third kind of course is the "special subject" normally taken in the final year, which gives the student an opportunity to study a smaller field in greater depth. The arrangements for such studies vary from one university to another. The chief difficulty for special subjects related to eastern Europe and large parts of Asia is the language. Universities with high standards for special subjects demand the study of documents in the original. For languages not learned at school, such as Chinese or Arabic, this presents special difficulties. For Russian the difficulties are likely to decrease if more Russian is taught at school and more students come to the university with some knowledge of it.

13. At present some students learn elementary Russian for this purpose at the university. For example a high proportion of the geography students at Edinburgh learn Russian for their study of the regional geography of Russia. This compares with the Russian courses for scientists who learn it as a tool to read Russian scientific journals. Any facilities which can be made available for learning these "hard" languages intensively would make it easier for students to select special subjects of this kind. The ability to read the language is all that is necessary for this limited purpose.

14. The language problem is confirmed by the fact that such special subjects covering these regions as now exist tend to concentrate on the areas for which a knowledge of English is adequate. For example, in Oxford the special subjects for undergraduates in the History, Geography and Politics, Philosophy and Economics Schools relate mainly to English-speaking areas where English is widely used, and cover Africa south of the Sahara, the Commonwealth, the Colonies and the Caribbean. In none of these areas is it necessary as yet for the student to read documents in the local languages.

15. London University also has Honours courses in History, which enable a student to combine the study of European History with the study of the history of one of the three main regions of Asia—the Middle East, South Asia or the Far East and South-East Asia—or of Africa. The courses covering Asia and Africa are provided by the School of Oriental and African Studies. Students specialising on modern history periods are not required to acquire a knowledge of the appropriate Oriental language. Comparative studies of two civilisations, one European and one eastern, serve a similar purpose.

16. The fourth category involves joint courses in a language and a discipline. This is a comparatively new development, to be found or planned only in London and in one or two of the provincial universities. These courses have been furthest developed at the two London Schools and at Birmingham. At the School of Slavonic and East European Studies it is, for example, possible to combine an Honours degree in east European History or in Regional Studies with the study

of an east European language. At Birmingham the Department of the Economics and Institutions of the U.S.S.R. provides special courses for students taking a B.Com. or a B. Social Science degree in Russian Studies. About two-thirds of the three-year course in Birmingham is common to all students of the Faculty. Those students attached to the Department of the Economics and Institutions of the U.S.S.R. spend the remaining third of their time studying the Russian language and special courses on the economics and social problems of Russia. The study of the language is mainly as a tool for the reading of documents in Russian.

17. The Sub-Committee was interested in two further proposals which were put to it. At Nottingham University it was suggested that the university might introduce a two-year course as a subsidiary Part I subject on "Russian and Soviet Studies", with options covering the history, geography and economics of Russia. It is intended that it should be taken by students whose major subjects are history, geography, a language or general science.

18. At Glasgow University the History department, where there is a senior lecturer in East European history, has found it difficult to teach Russian history adequately as a special subject to students who lack all knowledge of the Russian language. To overcome this difficulty proposals were being discussed to introduce an integrated Honours course in East European Studies. This three-year course would combine the study of an east European language and its literature and culture with the geography, history or economics of eastern Europe.

#### **Need for more specialist staff**

19. The Sub-Committee is in favour of developments along these lines, and wishes to encourage more of them. Such courses cannot, however, be given without more university staff who are specialists in the history, geography, politics, economics or sociology of these areas. The proposals in Nottingham are dependent, for example, on two new appointments of specialists in modern Russian history or politics and economic history covering eastern Europe. Few such specialists are available for Nottingham or for other universities with similar plans. The supply of specialists to give similar courses covering the Middle or the Far East is even smaller than for eastern Europe, because of the still greater language difficulties.

20. There are similar problems for geography. Some of the most important developments in regional geography relate to Asia, and there is an acute shortage of geography staff who have specialised in the regional geography of these areas. This problem is the same in almost every other discipline, although demand is usually so small that the lack of specialists is not consciously felt. If the Sub-Committee is right in thinking that these specialists are now needed to provide this teaching, special measures will have to be taken to produce them. We make our proposals for meeting this need in Chapter XI.

#### **Balance between linguistic and non-linguistic and classical and modern studies**

21. The history of the Oriental and Slavonic language departments has not been a happy one since 1952, although the future of Russian now looks more hopeful. We do not believe that the future growth of Oriental and Slavonic studies lies solely, or even mainly, with the language departments. The future of these studies lies in a wider spread of interest, a better balance between linguistic and non-linguistic studies and in much closer co-operation between staff in the language and the other departments.

22. If one of the objectives is to interest more students in the non-western world and to bring them into contact with the civilisations of these regions, this cannot be done by the language departments alone. Unsupported by the rest of the university, they cannot hope to generate enough interest among students who learn little or nothing of these languages at school. And they can offer no sure promise of an increased demand for the employment of language students as linguists after graduation. An increased demand for linguists will only follow from a greater interest in these regions generally and from a greater understanding among employers of the value of staff with some understanding of these countries. One of our aims is to increase this demand from other parts of the universities and from employers.

23. We do not suggest that there should be no increased support for the language departments. The cutting off of the earmarked grants left some departments out of balance and short of certain important appointments and it left some of the new departments virtually in mid-air. Circumstances, too, have changed since 1952, particularly because of the greater demand for Russian. We do however consider that further support should be given where the new developments will encourage and be encouraged by other departments in the university.

24. By and large the Sub-Committee has found that the inclusion of modern studies and modern languages gives the language departments a greater vitality and attracts more students. We consider therefore that for the language departments the aim should be:

- (i) to balance classical studies and languages with modern studies and languages;
- (ii) to co-operate more closely with other departments and faculties, so that they complement each other more effectively. This also assumes a reciprocal response from the non-language departments.

25. If these objectives were achieved, we are confident that the language departments would find that more students would come to them, both for full Honours courses and to learn these languages as the gateway to the study of these regions in other disciplines. They would also secure a surer place in the main stream of the universities' life. From this there would flow many advantages, including greater financial support for their proposals, and less isolation for the staff.

### Summary

- (i) The Sub-Committee's main objectives are to secure
  - (a) more research about the non-western world
  - (b) more courses for undergraduates in the history, geography, economics and other departments about these areas
  - (c) a better balance between linguistic and non-linguistic and classical and modern studies.
- (ii) The first two objectives involve having more staff to specialise on these regions in a variety of faculties and departments.
- (iii) The third objective means more study outside the language departments, more co-operation between the language and the other departments, and more teaching of modern languages.

## CHAPTER XI

### POOL FOR NEW POSTS

1. We have contended that there is a need for much more research about the countries of Asia, Africa and eastern Europe and for more courses concerning them, outside the language departments, for undergraduates and post-graduates.

2. The research needs to be carried out in the whole range of disciplines including history, philosophy, religion, politics and government, law, geography, economics, sociology, anthropology, art and archaeology. And it needs to be carried out mainly by university teachers and post-graduate students who have received their training in one of these disciplines, and have then added to it a training in the appropriate language or languages of the particular area.

3. We do not wish to reduce the possibilities of research into non-linguistic studies in the language departments and the language departments will wish to continue this work. Many distinguished scholars have been bred in this way. But this method has not in the past been fruitful in generating interest in these countries in other faculties and departments. If the universities are to move with the times and to respond to the need to concentrate less exclusively on western Europe, then all the Arts faculties and departments should be involved and not only the language departments.

4. The staff who undertake this research will also be those who give the courses for undergraduates. Research and teaching go hand-in-hand. Even on the very limited scale on which a few universities have suggested providing such courses it is clear that enough teachers are not available. This is particularly true for those regions for which a knowledge of an Asian or Slavonic language is necessary. Specialists in modern studies of many of the most important areas, such as the Far East, hardly exist at all.

5. It is clear that the supply of these specialists will not be forthcoming by the normal machinery of university appointments. These people do not exist because departments do not ask for them, and because professors whose interests are centred on western Europe rarely encourage lecturers or post-graduate students to specialise on eastern Europe or Asia, particularly if this means learning a new language. Since this encouragement does not occur as the result of internal forces some means must be found for stimulating it by external inducements.

#### A pool

6. We propose that for a period of ten years a sum of money should be set aside to act as a central pool from which to finance new appointments. Universities would be able to draw on this pool for the creation of new posts up to a limit of 125, spread over the 10 years. These new posts would be outside the language faculties or departments or be held jointly with them. The grant would last in each case for five years, the assumption being that the university would assume responsibility for the teacher's salary from the block grants after five years.

7. The intention of creating this pool is to stimulate history, economics, law and other departments to provide courses about the non-western world and to appoint teachers to give them and to do research. The grant from the pool would be by way of an inducement to start these studies off.

8. In the early years of the scheme very few ready-trained specialists will be available. It is expected that universities would in the main use the grant to train staff. Usually these would be young university fellows or teachers already on the staff or appointed for the purpose, but occasionally the grants could be used for more senior members of existing departments who wished to transfer their interests to these fields. We suggest that these staff would need to be excused from teaching duties for one, two or three years, so that they could learn the necessary languages, travel to the country, possibly undertake some research on the spot and generally make themselves familiar with their new field of study. Thereafter they would rejoin the teaching staff in the normal way.

9. After the passage of three or four years, we hope that there will be a new generation of post-graduate students who have specialised in these fields and who will be available for these teaching posts. We make proposals for special post-graduate awards for this purpose in the next Chapter. The post-graduate scheme is complementary to the proposal for a pool for teaching posts.

10. There cannot, however, be any guarantee that posts and candidates with these special post-graduate awards will match exactly. We have deliberately avoided tying the post-graduate awards to university posts. We hope that universities will be prepared to accept the possibility that any appointment made with "pool" money may involve several years of training for the lecturer. This is, indeed, one of the purposes of the scheme.

### **Machinery of the pool**

11. The Sub-Committee suggests that:

- (i) funds for 75 posts should be made available for the first 5 years, and 50 for the second. If all the 75 are not taken up in the first 5 years the balance should be added to those for the second period;
- (ii) the pool should be administered by a special Sub-Committee of the University Grants Committee and be representative of different disciplines. It would be administratively convenient if the Sub-Committee was the same as the one which distributes the special post-graduate awards (see Chapter XII). It will be responsible for awarding the grants from the pool.
- (iii) the funds provided for the pool should be adequate to pay 5 years' salary for each post and the necessary travelling expenses and overseas allowances to enable staff to travel and live abroad for up to a year. The length of this stay would depend on the area and whether the teacher had already lived abroad as a post-graduate student. But we consider that the financial estimates should allow for travel abroad for every post, since we recommend elsewhere (Chapter XVI) that specialists in these fields should have facilities to visit the area of their study every 5 to 7 years, to keep up to date;
- (iv) preference in the distribution of the grants from the pool should be given to applications which involve the learning of a "hard" language. There is already a growth of interest in areas for whose study a knowledge of English is adequate. We wish particularly to encourage the study of areas for which there is a language barrier;
- (v) the awarding Committee should give modern studies covering the last 150 years more than equal weight with earlier periods, since it is this period which is least well represented in the universities at present;

- (vi) the Sub-Committee does not suggest a quota for the different disciplines since it is not able to judge what the response from the universities will be. The Committee should, however, attempt to spread the allocations between the different disciplines;
- (vii) there would be considerable advantage if different universities attempted to specialise on different regions. They could then build up a group of specialists covering the same area. The Committee should bear in mind the advantages of such groupings within centres of area studies.
- (viii) the proportions of posts should be distributed among the various regions roughly as follows:

	%
Asia with an Asian language ...	50
Eastern Europe with a Slavonic or east European language ...	30
Africa with an African language ...	10
Studies without a foreign language	10
<hr/>	
Total ... ..	100
<hr/>	

- (ix) the posts should normally go to young staff, who are at an early stage in their university careers, since these are most likely to be willing to enter a new field and quickest at learning a new language. It should however be possible to include occasionally more mature scholars who are willing to transfer their interests to these fields.
- (x) the scheme should be reviewed after 5 years so as to make any adjustments which experience may suggest.

12. It may be asked why such a scheme is necessary since it is open to universities to include such posts in their estimates for the next quinquennium. This is so, but it is clear from the record of the last 15 years that the universities have not proved ready, spontaneously, to support these studies, and we have no reason to think they will do so now. If these studies are to become an integral part of the universities' work some action to start them off is necessary. This pool is in the nature of a starting mechanism. It is a kind of earmarked grant, but not one intended for any particular department or faculty, and thus, we hope, free from the usual objections.

#### Summary of recommendations

- (i) It is recommended that a central pool of money should be set aside, to be available over a 10 year period. It would be open to universities to apply for 5 year grants from the pool to pay for new posts. These posts would be for lecturers or fellows in the history, geography, social science and other non-language faculties or departments, who would specialise within their own disciplines on regions in Asia, Africa or Eastern Europe. These posts could also be held jointly with the language departments.
- (ii) Preference would go to those parts for which the holder would be expected to learn or to know the language(s) of the area.
- (iii) 125 such posts should be provided over the next 10 years. The grants would also cover the costs of travel and field studies in the area.
- (iv) The pool would thus bring into being a new generation of university staff, who could carry out research and teaching about the non-western world within the framework of the non-language departments, or jointly with them.

## POSTGRADUATE AWARDS

1. One of the signs of vitality in any subject is the number of students who are attracted to pursue postgraduate work in it. This vitality is the product of many influences; the pressure of numbers which may bring many able students to the top eager to carry on their work; the persuasive power of teaching staff to interest and guide their students to follow in their own footsteps; the availability of scholarships and fellowships to finance the years of postgraduate study; and the careers inside and outside the universities to give promise of future employment. In science and technology, for example, the great flow of students into research is the result of all these influences.

2. The Americans have fully recognised the importance of providing postgraduate scholarships in order to stimulate and to expand Oriental, African and Slavonic studies. The way in which the Foundations first, and the Federal Government later, underwrote the growth of these studies with hundreds of postgraduate fellowships has been described in Chapter IX. Funds for these fellowships have been an integral part of the strategy of expansion.

## Treasury studentships

3. The Scarbrough Commission also recognised the importance of postgraduate awards. They found that so few people in the United Kingdom had pursued these studies during the preceding 25 years that there was a great scarcity of persons qualified to fill new, or even existing, academic posts. To overcome this difficulty the Commission recommended that 195 postgraduate studentships should be offered in the course of the following five years for students who were intending to take up careers in university teaching in these fields. The studentships were to last from 3 to 6 years and be of a minimum value of £350 a year (with additional allowances for periods of study undertaken abroad). The Government accepted this proposal, along with other recommendations of the Commission, and in August, 1947, the Chancellor of the Exchequer appointed a Treasury Committee to award and administer these studentships.

4. The original five-year life span of the Studentship Committee came to an end in 1952, but was extended for a further five years. In 1952 it was found that a considerable number of the students who had completed their studies under the studentship scheme were not able immediately to obtain teaching posts in the universities. It was decided, therefore, that no new awards should be made for the time being, and that the position should be reviewed in 1954. In 1954 the Committee resumed the award of studentships, but candidates were henceforth accepted only if they were assured of appointment to a specified university teaching post on completion of their studies. Since 1954 the scheme has continued unchanged on the assumption that its future would be reconsidered in the course of the review of the Scarbrough studies in the universities, which has been the responsibility of this Sub-Committee.

5. Up to 1st January, 1961, awards had been made to 146 students. Of these 30 either did not take up their awards or did not complete their courses. Of the

remaining 116, 80 obtained teaching posts in universities and 34 took up other employment. 139 of these awards were made before 1952. Since the introduction in 1954 of the more rigorous conditions of eligibility, only seven studentships have been awarded (three in 1954, and one each in 1955, 1957, 1959 and 1960). Two new applications were under consideration when we completed our Report.

6. There were two types of studentship—junior and senior. The junior was intended to cover a probationary period of study in Great Britain of not more than 18 months. Benefits included the payment of approved fees and maintenance allowances. These were related to those approved under the Ministry of Education's Scheme for State Studentships in Arts.

7. The senior studentships were awarded to holders of junior studentships who had successfully completed their period of probation and, occasionally, to mature students of whom no probationary period was required. Benefits included the payment of approved fees and maintenance allowances on a more generous scale than those for junior students, travelling expenses to and from the country in which study was undertaken, and an overseas allowance.

8. The award (junior and/or senior) ran for a period sufficient to enable the student to complete the course of study approved for him. In practice, this was usually three to six years, of which time at least one-third was spent abroad in the appropriate country.

9. As the figures show, the revised version of the scheme which was started in 1954 has proved almost unworkable for the universities. It is virtually impossible for a university to predict its teaching complement three to six years ahead. It is often as difficult to predict the potentialities of a student before he has done any advanced work. This is particularly so when the student must acquire a second discipline—the economist or historian learn a language, or the linguist intensify his study of history or economics. The fact that 23 students with these awards discontinued their studies before completion illustrates the difficulty of predicting future success. With these uncertainties about both the posts and the students universities have not felt able to undertake the commitments required by the revised Treasury Studentship scheme. The School of Oriental and African Studies has for example relied on Foundation grants as a more flexible alternative.

10. The great majority of the Treasury students were linguists. These included students of western European languages and classical Greek and Latin, as well as a high proportion of students who had studied Russian, Chinese and Japanese, Arabic or other Oriental languages. The only other significant group were anthropologists, to whom the scheme gave an exceptional opportunity for field studies—perhaps an over generous one to be consistent with the basic purposes of the scheme. Very few historians, geographers or other social scientists were induced to specialise in these fields and to add the appropriate language to their basic discipline.

11. Table XIII A is of interest in showing how the awards were divided between the various regional areas and the proportion who went into university posts.

### Ministry of Education Postgraduate Studentships

12. Since 1956–7 the Ministry of Education has had a comprehensive scheme for Postgraduate Studentships in Arts, which is a parallel scheme to that operated for scientists through the Department of Scientific and Industrial Research. The number of these studentships offered and accepted has increased slightly since the scheme was started. The number accepted in 1960 was 263 and this figure

TABLE XIII  
Treasury Committee for studentships in foreign languages and cultures  
studentships as at 1st January, 1961

Group	Current awards		Completed		Total effective awards	Terminated before completion	Not taken up	Total of non-effective awards	Total of all awards made
	Junior	Senior	Academic-ally employed	Otherwise employed					
Near and Middle Eastern	—	—	25	6	31	9	—	9	40
Indian and Sinhalese	—	1	9	2	12	—	1	1	13
Far Eastern	—	1	17	6	24	5	2	7	31
S.E. Asian	—	—	5	2	7	—	2	2	9
Russian	—	—	8	9	17	6	—	6	23
Other Slavonic and East European	—	—	7	6	13	1	1	2	15
African	—	—	9	3	12	2	1	3	15
Totals	—	2	80	34	116	23	7	30	146

may be a little higher in 1961. These awards are open to all Arts graduates irrespective of subject and the number of applicants has been rising. Over 700 candidates competed in 1960, and the number in 1961 is 719. Studentships can be held for one, two or three years on the advice of the student's academic supervisor, though the average length is two years. The benefits include maintenance and fees, and also, if necessary, an allowance of up to £40 for the cost of travel abroad.

13. During the four years 1957-60, 69 students in all competed for awards to study the languages which fall within the scope of the Sub-Committee's inquiries. 44 were offered awards and 39 accepted. Half of these wished to study Russian, 6 Arabic and 6 Chinese. These numbers are small compared with the awards for some of the main European languages, but in 1960 there was a small but marked increase in awards given compared with earlier years. One year cannot be a reliable indication of a new trend, but the Sub-Committee hopes that this improvement will be maintained in the future. Since the competition for the Ministry's studentships is free as between one subject and another the winning of more awards by students of Slavonic, Oriental and African studies is dependent on the number and quality of the candidates coming forward.

#### Future needs for awards

14. Almost all the universities visited by the Sub-Committee laid great emphasis on the need for more postgraduate awards. Many suggested that the Treasury Studentships should be revived in one form or another. They gave as their reasons:

- the difficulty in filling posts;
- the drain of key people to America;
- the absence of a generation of young British postgraduate scholars;
- the need to attract into this field historians, geographers, economists and other social scientists.

15. The Sub-Committee examined these arguments carefully and had discussions with a number of expert witnesses. It accepts fully the importance of post-graduate awards in building up the strength of departments, but it found much of the evidence conflicting and confused. It was the duty of the Sub-Committee to consider all the arguments put to it and to determine whether present circumstances justified a revival of the Treasury Studentship scheme in a modified form, whether the Ministry of Education awards had taken its place, or whether some other solution was desirable. After careful consideration the Sub-Committee came to the conclusions set out below.

#### Shortage of staff

16. The most acute difficulty in filling posts (excluding the drain to America) is at the highest levels, for Professors and Heads of Departments. This difficulty is due to the small number of students taking these subjects before and during the 1939-45 War. This lost generation cannot be made good now by any system of postgraduate awards. Professors are not made in three or six years and post-graduate awards will not, therefore, fill the gap. At a lower level there did not appear to be nearly so great a difficulty in finding staff except for specially rare subjects. Unless it were contemplated, contrary to the views of the Sub-Committee, that the Oriental and Slavonic departments should expand rapidly, as they did in the period between 1947 to 1952, it is considered that the Ministry

of Education awards, with the modifications suggested later in this chapter, can meet the needs of the language departments.

### **Drain to America**

17. The drain of key people to America is already severe in some places, particularly at the School of Oriental and African Studies and in those universities which have staff who are specialists on African and on modern Middle Eastern and Far Eastern affairs. It will increase, unless immediate steps are taken to counter it. But the main period of strain is likely to be in the next 3 or 4 years. After that the Americans will have an increasing number of scholars trained in America. The award of studentships to people under the age of 25 will not offer any immediate relief to the exodus of mature scholars. If the drain is to be checked there is a need to increase the counter-attractions so as to induce the key people to stay in Great Britain. These inducements we discuss elsewhere.

### **Shortage of young scholars**

18. Many Oriental and Slavonic departments expressed anxiety about the lack of postgraduate students, particularly those of British nationality. A high proportion of the present postgraduate students are from overseas on foreign scholarships and will return to their countries of origin. The teachers felt that they had below them no solid basis of young British scholars to give vitality and strength to the departments, and that they needed something on the lines of the Treasury Studentships, but without the "strings" imposed after 1954, to stimulate the flow.

19. This view is understandable, particularly in the small departments where staff are often isolated and would welcome a greater call on their services and the stimulus and support of regular supervision of postgraduate students. And there are undoubtedly very large fields of research yet untouched and much in need of investigation. But there appeared to be weaknesses in this line of argument also. Firstly the Ministry of Education Postgraduate Studentships in Arts are already freely available for the first two or three postgraduate years. These are without "strings" and neither the university recommending the student nor the student himself has to promise that he will go into university teaching. Secondly there is no evidence that there is a large unsatisfied demand from the universities, industry, commerce or the public services for advanced language students trained in this way, which could not be met through the Ministry of Education scheme.

20. The real stumbling block for the language departments appears to be the small numbers of undergraduates taking Honours degrees and their standards of attainment. Competition by them for the Ministry of Education Postgraduate awards is not strong enough.

21. The Sub-Committee considered whether there was a need to create a separate category of Ministry of Education awards earmarked specially for students who take languages which are not normally learned at school. It recognises that students taking these languages at the university are at a disadvantage when competing for awards against those who have learned languages such as French or German at school. After much thought it decided that a sufficient case had not been made for such preferential treatment. Such a concession would create a category of sub-standard awards. This is not the way to build up the standing of the Oriental and Slavonic departments or to provide good recruits for university teaching or outside careers.

22. The competitive disadvantage of students who start a language at the university is much better met by providing intensive language courses for students before or early in their university careers. Proposals for such courses are made in Chapter XV. In the meanwhile the Sub-Committee noted that several of the provincial universities required a four-year course for beginners in these languages. This had some deterrent effect upon students, but not an overwhelming one. For students of Russian the extra year may only be a temporary solution until more Russian is taught in the schools.

23. The Ministry of Education awards do, however, lack one essential ingredient to meet the needs of the Slavonic, Oriental and African language departments. All the Sub-Committee's witnesses have stressed the importance of visits to, and, if possible, residence in the country of the student's choice. A £40 allowance may be sufficient for the costs of travel to Spain, Italy, France or Germany. It is quite insufficient for Russia, the Balkans, the Middle East or further afield. Since it is most unlikely that students will have been able to visit these countries during their undergraduate years, grants for travel and residence abroad are doubly important for post-graduate studies.

24. The Sub-Committee was informed by the Ministry of Education that at present most of its postgraduate award holders who travel far afield succeed in finding funds from their universities or colleges or from private sources. While the Sub-Committee would not wish to discourage private initiative it does not think it is sufficient to rely on this alone for the kind of studies it has in mind. More generous grants for travel abroad should be available from public funds on the lines of those given for holders of Treasury Studentships. The Sub-Committee therefore recommends that the Ministry of Education's scheme for travel grants for postgraduate students should be reconsidered in the light of the needs of students of Oriental and African and Slavonic studies.

25. The Sub-Committee attaches great importance to this question of travel for postgraduate students. The opportunities for travel were one of the most valuable elements of the Treasury Studentship scheme. In Chapter XVI we lay stress on the need for more travel by staff. We consider travel for postgraduate students at least as important. It can have a formative influence on a student's whole subsequent attitude to his work, and give it a vitality and reality impossible to achieve by other means. We recognise that the costs of travel to the more distant areas will be high, but we are convinced that the money will earn rich dividends.

#### **Awards for historians, social scientists and others**

26. The question of postgraduate awards for historians, geographers, social scientists, lawyers and other non-language specialists, who will specialise within their own disciplines in the Oriental, African or Slavonic fields, raises different problems from those of the linguists, and requires different solutions. There are here both barriers of language and barriers of interest which make it difficult for students to do postgraduate work related to the non-western world.

27. It will be apparent from other parts of this Report that the Sub-Committee regards some reorientation of university teaching towards the non-western world as desirable. The distribution of postgraduate awards could be an important factor in bringing this about.

28. At present the encouragement of postgraduate work and the system for recommending students for postgraduate awards tends to produce a repetition of the existing patterns of study. Students are attracted to the subjects of their

leading professors and professors are anxious to encourage their best students to undertake research in their own fields. This natural tendency towards in-breeding makes it difficult for students to know about and to move into new areas of research. Who is to suggest that the history of the Far East or the geography of Russia are worthwhile fields of research if the university has no staff working in these fields and no teacher of History or Geography who knows Chinese or Russian? And who could supervise the student's studies, were he so bold as to branch out? The Sub-Committee inquiries made it abundantly clear that under the present system a generation of geographers, historians or social scientists with special knowledge of eastern Europe, the Middle East, south Asia or the Far East will not emerge within the reasonably near future unless special steps are taken to encourage them. The Ministry of Education Studentships in Arts do not meet the need. They do not meet it, not because they could not be offered to such students, but because the students under the present system go into more conventional studies.

29. In the Sub-Committee's view the easiest and most organic method of encouraging interest in the regions of eastern Europe, Asia and Africa outside the language departments is to give special postgraduate awards, separate from the present Ministry of Education scheme, to students who are willing to specialise in the history, geography, economics or other non-literary fields and to acquire the language of the region of their choice, and to attach these awards temporarily to university schools or departments which are willing and competent to sponsor and train the students. The Sub-Committee recommends a scheme on the following lines:

- (i) A central fund for awards, to average 10 a year for 10 years, should be set up. These awards should be separate from the present Postgraduate Studentships in Arts. It should be open to universities to apply for such postgraduate studentships to be attached to the appropriate department in the university. The Sub-Committee would see no objection to rather more than 50 awards being made in the first 5 years with a corresponding reduction later if candidates were forthcoming in the early years.
- (ii) Each award would be allocated to the applying university on the advice of a central committee. This committee should be a Sub-Committee of the University Grants Committee. For convenience this Sub-Committee could be the same as the one we suggest for distributing funds from the "pool" for new posts (Chapter XI).
- (iii) In selecting the universities which would receive these awards that Sub-Committee would consider:
  - (a) how best to spread the awards as between different disciplines, so that a wide range of studies were affected;
  - (b) whether the particular institution could offer the student adequate teaching and supervision both in the special language and in his own discipline.

We would not wish to rule out arrangements for seconding a student for a period to another institution for language training, but the course as a whole would have to be carefully worked out to give the student an adequate training.

- (iv) Having obtained an award from the fund a university would then advertise the availability of this postgraduate studentship and invite applications from students on a nation-wide basis. Selection would be by the individual university.

- (v) Unlike the Treasury Studentships scheme in its second phase, it is not intended that each university should be obliged to provide posts for the holders of these awards. The Ministry of Education Postgraduate Studentships in Arts are not so tied. Indeed it is clear that some departments and the two London Schools would be training students for posts in other universities, as well as for themselves. The underlying intention of the scheme would nevertheless be to provide recruits for university posts.
- (vi) It is suggested that the scale of allowances should be the same as for the Ministry of Education's normal post-graduate awards, except that adequate allowances, on the lines of the Treasury Studentship scheme, should be made for travel abroad. The award should be extendable for an extra year, so that the students can have sufficient time to undertake language study and to travel. This means that these awards would last 3 years on average or one year longer than the average length of Ministry of Education awards. Since students will not have visited the country or learned the languages previously extra time for language study and travel are an integral part of the student's education.
- (vii) The Sub-Committee hopes that these awards would be used in part to encourage more modern studies, but it would not wish to lay down any rules on this. On the question of the balance between different regions it suggests that the awards should be divided more or less in the following proportions:

Oriental ...	...	...	50%
Slavonic ...	...	...	30%
African ...	...	...	20%

The reason for suggesting this balance is that the Sub-Committee sees a particular need to build up research and teaching about Asia which is at present even more neglected than eastern Europe and Africa.

30. The Sub-Committee believes that these proposals, coupled with those for creating a "pool" for new university posts in the same fields and described in Chapter XI, could effect a significant change in university attitudes and the range of teaching. It attaches special importance to the proposal for awards as a means of breaking through the present impasse. It hopes too that it would encourage language and non-language faculties and departments to work more closely together: by having to dovetail their facilities for the benefit of the post-graduate students in training, some of the barriers between departments might be lowered. The scheme would also take advantage of the special resources of the two London schools to train students for teaching posts in other universities.

### Summary

- (i) The universities attach great importance to the availability of post-graduate awards to stimulate more interest in Oriental, Slavonic and African studies. Their dissatisfaction with present arrangements is a symptom of some deep-seated difficulties.
- (ii) The Sub-Committee does not consider that the Treasury Studentships should be revived in their present form, but some of the features of the scheme, particularly the use of a special committee and of generous travel grants, should be retained for a new scheme.
- (iii) The Sub-Committee considers that the Ministry of Education Post-graduate Awards in Arts are satisfactory for students from the language

departments except for the travel grants. The small number of candidates from these departments who win these awards is a product of the small number of students and the lower standards which many of them achieve. These shortcomings can be remedied at other points in the educational system (Chapter XV).

- (iv) The present travel grants under the Ministry of Education scheme are inadequate for postgraduate students whose studies include the languages of Asia, Africa and the more distant parts of eastern Europe. The Sub-Committee attaches great importance to such travel and recommends that the travel grants should be increased to make such journeys possible.
- (v) The Sub-Committee recommends a separate scheme for postgraduate awards for students from departments other than the language departments. The aim would be to encourage historians, geographers, social scientists and others to specialise in their own disciplines on some area of Asia, Africa, or eastern Europe and to learn the appropriate language(s). Universities would apply for the allocation of awards from a central fund, and select the applicants themselves.
- (vi) It is suggested that there should be 100 such awards spread over the next 10 years, and that the allocation of awards to the universities should be by a special Sub-Committee of the University Grants Committee.

## CHAPTER XIII

# CENTRES AND AREA STUDIES

1. The visit to America impressed upon the Sub-Committee the potentialities of centres of area studies. These potentialities include the stimulus a centre can give and the way it can break down the barriers between disciplines and bring linguists, geographers, social scientists and historians into closer contact with one another. Such centres could also help to provide a better balance between classical and modern studies than now exists in Great Britain.

### Existing centres

2. At present there is a handful of centres in this country but they are not representative of what the Sub-Committee has in mind for future developments. It is possible to regard the School of Oriental and African Studies as a group of centres covering Africa, the Middle East, South Asia, South-East Asia and the Far East. The School has achieved a considerable integration of studies between different disciplines. It has become a spearhead for the expansion of these studies and has gradually secured a wider acceptance of them in the University generally. It has also been a pioneer in introducing modern studies and the teaching of spoken languages. It is, however, of a quite exceptional size compared with any American centres and we do not wish to imply that it is a model which can be imitated.

3. The School of Slavonic and East European Studies might also be regarded as a centre in the American sense. But the policy of the School has been to concentrate mainly on linguistic and historical studies of eastern Europe. It has deliberately left out other disciplines in the hope that other faculties of the university would develop studies of the area in geography, law, social science and so on. So far this policy has not had the effect on other faculties and Schools of the University that was hoped. It may be that our proposals for a pool for new posts will provide a stimulus in the right direction. If it does not, we are inclined to think that the School should review its policy, or increase the use of joint posts with other institutions.

4. The School of Oriental Studies in Durham can also be regarded as on the way to becoming a centre of Middle East studies, though at present the balance of its studies falls short of the original intentions. We hope that our proposals will help the University to develop more modern and more non-linguistic studies and so bring the School into closer touch with the work of other departments and their students. We consider that Durham could very well develop into a centre, in the full sense, and combine classical and modern, linguistic and non-linguistic studies. We recommend that it should be given the necessary support, a part of which may come from joint appointments shared by other departments and the School from the pool (Chapter XI). It is indeed possible that Durham might become a centre of Islamic studies, and thus widen its geographical area.

5. At Cambridge the new and still very small Centre of Middle East Studies is another step in the right direction. We consider this development is potentially an important one, and we recommend that it should be given financial support.

This support should be adequate to encourage a variety of disciplines to develop or extend interests in Middle East studies, and to bring together linguists and non-linguists. Again we hope that our proposals for the pool for new posts and for post-graduate awards may help faculties to work more closely with the Centre.

6. The development of modern Middle East studies in Oxford has also made considerable progress. While there is no university centre, St. Antony's College has itself become a centre for these studies and stimulated interest in them. A further step forward will be the introduction of a new B.Phil. degree in modern Middle East studies. The course will cover 2 years of which roughly half will consist of the intensive study of modern Arabic and half of three subjects chosen from a range dealing with the literature, thought, political development and economics of the area. These arrangements will cut across the traditional academic disciplines, and will be a valuable means of fostering co-operation between them. The character of the B.Phil degree, which places greater emphasis on teaching than is normal for post-graduate studies, is particularly valuable for this type of work.

7. We received no suggestions for the setting up of further centres to cover any other areas of Asia or for eastern Europe. While we do not at all wish to suggest a widespread use of centres, we should have been glad to see proposals for two or three centres of east European studies and perhaps two centres covering regions of Asia other than the Middle East. We do not suggest that such centres should have any but a small nucleus of staff. Most of their strength should be drawn from the co-operation of staff in different departments, who may serve both the centre and departments. But we do suggest that there are merits in giving these studies in a few universities a new unity, driving force and direction by the creation of centres. The provincial universities have certain advantage for such developments, particularly for Slavonic studies. Their faculty and departmental structure is less sharply divided and their degrees are more flexible than in the older universities. They should be able to meet the interdisciplinary needs of a centre the more easily.

8. The language problem of such centres presents no difficulty if the university already teaches the relevant languages. It should not for this reason be difficult for several provincial universities to meet the language needs of a centre of Slavonic studies. We therefore recommend that two or perhaps three of the provincial universities should set up such centres on an interdisciplinary basis.

9. The problem is much more difficult when we come to studies related to the Far East, South Asia and South-East Asia. It would be healthy if more attention were given to these areas in further universities, as well as London, Oxford and Cambridge where the language facilities are available. We suggest, in Chapter XIV, that Durham might extend its teaching of Far-Eastern languages, and it might be argued that Durham should also build up a Far-East Centre. We are, however, doubtful if a University of this size could sustain more than a Middle East or Islamic Centre. We would deprecate anything which might weaken its development of Middle East studies and would prefer to encourage interest in these regions in some other universities if this could be done without too great a dispersal of effort.

10. One solution would be for new Asian centres to eschew all teaching of languages, but to recruit or train, with some help from the pool, a small number of specialists, under a Director. The team would be professional historians, geographers, economists and so on, who had specialised on the appropriate

region and had studied the languages. They would concentrate their research within the Centre, but would carry out their normal teaching duties in departments. These staff would be competent to give general or special courses to undergraduates on the lines we have outlined in Chapter X and would play their part in the normal departmental work. Language teaching would only be added much later if a centre was successful and the need was indisputable.

11. Such a centre would require a Director, a research library, a small administrative budget for secretarial work and modest premises. But the staff could be wholly or partly on the strength of departments. The work of the centre should also include facilities for postgraduate students who wished to specialise on studies related to the area. Since language teaching would not be among the activities of the centre, postgraduate students would be required to go for intensive language teaching to London or to one of the other universities with the necessary facilities.

12. If such arrangements were acceptable we recommend that support should be given to two centres in the provincial universities to cover the Far East, South Asia and South-East Asia. We received no suggestions from Oxford or Cambridge for any South Asian, South-East Asian or Far Eastern organisation on the lines of the Middle East Centre in Cambridge.

### **African Centres**

13. The Sub-Committee received suggestions from six provincial universities to start African studies. Two or perhaps three of these visualised the setting up of a Centre of African Studies. These proposals reflect the lively interest in Africa in the universities at the present time, and underline the contrasting lack of interest in Asia, outside the Commonwealth, or in eastern Europe.

14. The Sub-Committee considers it important to encourage the study of Africa, but it sees some danger in too great an emphasis on African studies simply because there is less of a language barrier compared with studies of those countries for which a knowledge of a language is more necessary. A proper balance must be kept between the two. If African studies grow too rapidly there may be fewer funds left over for the study of the equally, if not more important regions of Asia.

15. At present much of the work going on about Africa is related to inter-continental studies of Colonial or Commonwealth history, government or geography or to the economics of underdeveloped countries. Otherwise the more specifically African studies are carried out more particularly by anthropologists, and at the School of Oriental and African Studies. The standing of African studies at the School and of British social anthropologists who have specialised on Africa is very high. They are beginning to be in demand in America.

16. There is good reason to think that the research and teaching of the wide-ranging aspects of Commonwealth history or economics will continue to grow and that these will cover Africa in their sweep. These have now become fashionable subjects. What is more doubtful is how Africa, as Africa, should be treated. Should universities be encouraged to create posts and facilities for teaching and research which have a specifically "African" label? The proposals for centres of African studies fall into this category. Are African studies sufficiently distinctive to merit such special treatment? Should they be separated from Afro-Asian studies or studies related to the social problems of emerging nations?

17. There are already signs that the Afro-Asian study and research groups are falling apart because of a lack of sufficient cohesion between studies of the two

continents. The Sub-Committee considers that the special links of this country with Africa should not be neglected and the knowledge and experience it already has should not be dissipated. For these assets to be thrown away just at the time when these new countries are eager for help and other nations, such as Russia and America, are increasing their research about Africa, would be doubly wasteful. We therefore think that some special developments related to Africa only are justified. We do however recognise that Africa, south of the Sahara, may turn out to be a less fertile field of university study than Europe or Asia, because of the lack of a comparable literary tradition. There is ample scope for work by anthropologists and geographers and by students of modern political and economic developments. But for others the field may prove less fruitful.

18. Only one university, Birmingham, submitted proposals in any detail for a centre of African Studies. We cannot therefore compare the merits of this scheme with that of others. We were, however, impressed with the scope and organisation of the Birmingham proposals. It is intended to create a School of West African Studies, with a Director, a small academic staff covering several disciplines, research fellows and research students, and funds for travel and a library. The aim is to develop research on West Africa, to train graduates in other fields to gain a qualification, by examination, in African studies, and to incorporate African studies into existing first-degree courses by means of "special subjects" in geography, history, law or social science degrees.

19. This organisation corresponds closely to the type of centre to be found in America, and is very much in line with the kind of development which the Sub-Committee has in mind. The provincial universities are well-placed for developing African studies, and the Sub-Committee would suggest that there is room for two or perhaps three centres organised on lines similar to those proposed by Birmingham and covering different parts of Africa. For the time being it does not consider that these centres should teach African languages. Language instruction can be obtained at the School of Oriental and African Studies until the need is clearer (see Chapter XIV).

### Summary

- (i) The Sub-Committee is anxious to see the development of some centres of area studies in several universities. It considers that such centres are likely to provide a new stimulus, to encourage closer understanding between specialists in different disciplines and to provide a better balance between classical and modern and linguistic and non-linguistic studies.
- (ii) It considers that the provincial universities are well adapted to the development of such centres, except for the teaching of Oriental and African languages.
- (iii) It recommends that:
  - (a) the School of Oriental Studies in Durham and the Middle East Centre in Cambridge should both be supported and expanded as centres of Middle East or Islamic studies, with the co-operation of other faculties and departments in their universities; and that support should also be given for these studies in Oxford.
  - (b) two centres covering South Asia, South-East Asia and the Far East should be supported in the provincial universities, but that these centres should not provide language teaching unless and until this later proves essential;

- (c) two or three centres covering studies related to eastern Europe should be developed.
- (d) two or three of the provincial universities who are interested in the development of African studies should be given support to start African centres. The proposals made by Birmingham University for a Centre of West African Studies are very much in line with the Sub-Committee's views.

## CHAPTER XIV

### THE LANGUAGE DEPARTMENTS

1. We have already said that we do not think that the future expansion of Oriental, African and Slavonic studies lies wholly, or even mainly, with the language departments. At the same time these departments have many essential functions to perform. They must provide the basic linguistic scholarship. They must be the source of literary knowledge. And they should work side by side with other departments and faculties in promoting a more widespread knowledge of these regions. If our other proposals prove effective, we believe that they will also be of benefit to the language departments by giving them greater support in their universities and by increasing the number of their students.

2. The Sub-Committee has tried to set out some general principles on which support for the language departments should in future be based. It has been guided in doing this by its view that the earmarked grants were too widely dispersed and that support for small departments and isolated posts was ineffective and wasteful of scarce resources. Staff in many of the universities have been too isolated, and had too few students to be able to use their services effectively. The students similarly have been too scattered and have had an insufficient variety of staff to teach them. The impact of these small departments on their universities has also been weak. In future any increase in government support for the language departments should go to those which can provide worthwhile centres of research and teaching. We consider that departments which have shown special vitality during the difficult years since 1952 particularly merit further support.

#### **Guiding rules for selecting universities for support**

3. In determining which universities and languages departments should be given further support the Sub-Committee suggests the following guiding rules:

- (i) the aim should be to achieve a balance between excessive dispersal and the creation of monopolies;
- (ii) to avoid too great a dispersal, funds should be given only when
  - (a) the size of the department is large enough or its links with other departments are strong enough to give the staff a sense of mutual support,
  - (b) the unit is large enough to offer students an adequate variety of teachers and courses;
- (iii) to avoid excessive concentration no university should have a monopoly in any significant branch of these studies. There should normally be possibilities of competition between universities, and of promotion for staff in more than one institution. The exceptions to this rule are the unusual languages, for which the demand is very small;
- (iv) if demand for teaching justifies it, there should be a geographical spread of these studies with centres in the north and in the south. So far little interest has been taken in these studies in the west, so there is little to build on;

- (v) proposals to increase the amount of research in and teaching of modern languages and related studies should be given special support. These have been neglected in the past, and would be of special value to other departments.

4. The interpretation of these guiding rules works out differently for Oriental, African, Slavonic and East European studies.

## ORIENTAL DEPARTMENTS

5. In the foreseeable future there is unlikely to be sufficient demand for the teaching of any of the Oriental languages to justify an increase in the number of universities teaching these languages.

### Middle East studies

6. There are too many universities covering the Middle East languages to provide for an adequate concentration of effort in them. This includes both the universities which have had earmarked grants, and those which have not. It is not at present possible to attract sufficient students, to offer them a wide enough range of classical and modern languages and studies, to build up good research libraries, and to create a strong nucleus of research staff in more than four or at most five universities.

7. We were particularly impressed with the vigour and enterprise of the School of Oriental and African Studies in London, and on a much smaller scale of the School of Oriental Studies in Durham. We also consider that Middle East Studies in both Oxford and Cambridge have great potentialities. Recent developments in both universities are encouraging. We have already recommended support for the new Middle East Centre in Cambridge and we should like to see more support for studies concerning the modern Middle East in Oxford. These developments are likely to bring the Oriental faculties in these two universities into closer contact with other faculties, to their mutual benefit. We should be glad to see these developments, which are still tentative, established on a firmer basis, and given the necessary financial support.

8. Edinburgh and Manchester, where earmarked grants were given for the initiation or expansion of Near and Middle East studies, have not made the same progress and the number of students is very small. St. Andrews has made a valiant attempt to develop Middle East studies with very limited resources and no earmarked grants, but again student numbers are small. Taking the demands of the country as a whole for Middle East languages, and the current plans in the three universities, we are doubtful whether expansion in these departments, taken on their own, could be justified. There appear, however, to be some possibilities of co-operation with other departments. If such possibilities could be developed these could give these three language departments a new dimension.

9. Apart from the universities or schools which received earmarked grants, there are a number of other departments teaching Middle East languages to Arts students. These are scattered widely through the universities. Most of them are offshoots of the Theological departments. None of these suggested any radical plans for expansion, and we would not suggest any special support for them; to do so would conflict with the policy of concentration.

### Far Eastern languages

10. Similar considerations apply to Far Eastern languages, but even more emphatically. At present they are taught at the School of Oriental and African

Studies, at Oxford and Cambridge and by one teacher in Durham. Demand does not justify any extension to other universities at the present time. Indeed we were at first doubtful if there was a sufficient case for the teaching of Chinese and perhaps Japanese at Durham. We would however like to see one university in the North providing these studies in addition to Oxford, Cambridge and London, and, if so, Durham seems the obvious candidate. We do not wish to be dogmatic on this point as there might be equal advantages for Durham to expand its regional and linguistic studies to include countries closer to the Middle East.

11. We hope that in any new plans which the universities put forward for the language departments an attempt will be made to revive some of the plans for modern studies and languages which were halted in 1952. The School of Oriental and African Studies has already done a great deal in this direction, and its plans for intensive summer courses in spoken Chinese and Japanese are further steps in the same direction. Oxford and Cambridge have also recently encouraged the teaching of spoken Chinese. We should like to see these linguistic developments given still greater encouragement.

12. As far as non-linguistic studies are concerned any proposals for the appointment of say historians, sociologists or others in the language departments should be dovetailed with developments which other departments may be considering. If our proposals for a pool of funds on which universities can draw for new teaching posts bear fruit, other departments in the university may have similar plans. We find considerable merit in joint appointments such as each of the London Schools has made with the London School of Economics.

#### **South and South-East Asia**

13. We believe that the languages of south Asia, including India, Pakistan and Ceylon, will become of growing importance to students of Asian affairs. These countries will increasingly bring forward new generations who have had their advanced education in the vernacular languages, and more official documents will be written in these languages. If these countries are to be understood in the future their languages will have to be studied more than they are now. At the present time the teaching and study of these languages is limited to the School of Oriental and African Studies, and on a smaller scale to Oxford and Cambridge. There are also one or two isolated posts in Sanskrit elsewhere, but practically none covering the spoken languages.

14. The Sub-Committee does not think there is sufficient demand for these languages at present to justify extending the teaching of the languages to other universities. It does, however, believe that the three universities should build up the basic scholarship in these fields and be ready to meet the demands for these languages by anthropologists, geographers, historians and others who may wish to specialise in these regions.

15. The languages of South-East Asia can at present be studied only at the School of Oriental and African Studies. We do not think there is sufficient demand for these languages to justify other universities undertaking such teaching. We have received no requests to do so. We would hope that the need for a greater understanding of these important areas, which include countries such as Malaya and Indonesia with very large populations, will encourage historians and others to specialise on them, and to come to the School of Oriental and African Studies in London for language courses.

16. If our proposals for the setting up of new centres of South Asia or South-

East Asia studies bear fruit, there will be a greater demand for language training from them.

## AFRICAN LANGUAGES\*

17. Again it is only the School of Oriental and African Studies which provides degree courses in African languages. There is little doubt that the School will remain the principal centre of research and teaching for these languages. There are too many languages and demand for each of them is too small to make any other course practicable. The question is whether it should remain the only centre for all these languages. This issue is of particular importance now that a number of universities wish to increase non-linguistic studies of Africa or to set up new centres of African studies to cover the geography, anthropology or economics of these areas.

18. With one exception, and for the time being, the Sub-Committee does not think that other universities should attempt to teach any African languages. Such language teaching will not be needed for undergraduates, and only time will show whether the volume of postgraduate research in any particular university will be sufficient to justify the teaching of any particular African language. In the meantime postgraduate students can go to the School of Oriental and African Studies for special teaching.

19. The one possible exception is Oxford. Oxford has had experience of training overseas Administrative Officers for the Colonial Service, and for this purpose it has taught them a variety of African languages on special courses, unconnected with degrees. The demands of the Colonial Service are now very small, and several languages are no longer taught. The question is whether one of the university faculties or institutes should assume responsibility for teaching one or more African languages to such undergraduates or postgraduates as may demand it. Bantu languages are those most likely to be proposed for this purpose.

20. The Sub-Committee has found it difficult to decide on its recommendation on this matter, since demand is not likely to be large, at least in the near future, and there is a strong case for concentrating the teaching of African languages at the School of Oriental and African Studies and for Oxford students to come to London for language tuition. Oxford is, however, an important centre of African studies in sociology, anthropology, history, politics and economics. It is thought in Oxford that as these studies evolve from colonial studies into African studies proper, more students will want to learn or will need to read these languages. And it is also considered that a great deal of linguistic research is needed to make the studies in other faculties reliable and intelligible.

21. After careful consideration the Sub-Committee has come to the conclusion that the scale of Oxford's interests in African studies and the advantages of avoiding a concentration of all African languages in one university justify the retention of some African language teaching in Oxford. The Sub-Committee recommends that the range of languages should be limited and that every effort should be made to integrate the study of these languages with other aspects of the study of Africa. The Sub-Committee particularly wishes to avoid the isolation of the linguistic studies from the other faculties who have staff studying Africa from other points of view.

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\* For African studies, unconnected with languages, see Chapter XIII.

## Russian

22. Of all the languages covered by the Sub-Committee Russian is the only one for which demand is expanding rapidly and which the universities are anxious to support. The question is not how to stimulate demand, but how to channel it so that staff and funds for research and teaching are used to the best advantage.

23. Of the 13 universities which already teach Russian only three have departments of any size, seven have language departments with between three and seven staff, and three have only one teacher of Russian each (Table Vc). This is already a wide dispersal of effort in relation to the number of students being taught.

24. In addition eight more universities have suggested to the Sub-Committee that they should start the teaching of Russian in the next quinquennium, and a number of those which have already started are planning to expand their Russian teaching. These plans represent a still greater spread of teaching.

25. It can be and has been argued that in the post-war world a "university is not a university unless it can offer its students the opportunity to learn Russian". The Sub-Committee has some sympathy with this point of view, in theory. But in the near future it conflicts with the practical possibilities. Neither the numbers of teaching staff nor the number of students could support 21 effective teaching departments during the next quinquennium.

26. The Sub-Committee did not receive proposals for these new developments in a form which would enable it to distinguish between the merits of most of the smaller departments. These proposals will be part of the submission of each university to the University Grants Committee for the next quinquennium. We recommend that they should be judged in the light of the rules of guidance set out earlier in this chapter. We suggest that only those developments which indicate that the university is seriously backing the proposals should be supported. There must be a clear indication that within a very short period there will be a proper nucleus of staff and a choice of courses for students. Otherwise students and staff will soon become dissatisfied.

27. We are very doubtful if more than about twelve worthwhile departments in all can be built up in the next five years. Even of these only a proportion can provide for postgraduate research. We do, however, recognise that during a period when interest in Russia is growing rapidly and when a reading knowledge of Russian will be useful to historians and others, there can be a case for some modest but carefully planned developments. We consider that a good case for such developments was made to us by the Modern Language department at Keele (the University College of North Staffordshire).

28. Among the medium-sized departments the problem is easier. It is possible to achieve a reasonable geographical spread and to build up some sound departments. We were specially interested in the proposals to link Russian language studies with the work of other departments at Nottingham and Glasgow. Work along these lines is already taking place at Birmingham. There has also been a large increase in the number of students taking Russian in Leeds University. This University has succeeded in stimulating an unusually lively interest in the schools, and now has an exceptionally large number of students taking Honours degrees in Russian (Table Vd).

29. All these developments are encouraging, but none of these departments, nor those at Manchester or Edinburgh, can become firmly based centres of

Russian studies without a greater volume of research and co-ordinated expenditure on research libraries. Glasgow already has a considerable research library in the economics field owned by the Sub-Department of Soviet Social and Economic Institutions. Birmingham has similar facilities in the Department of Economics and Institutions of the U.S.S.R. Research in other fields or at other universities or in other subjects could not develop effectively without special library facilities to support them. We return to the question of libraries in Chapter XVII, but we must emphasise here that for Russian, as for other languages and studies, it is impossible for this country to provide a full range of facilities either for linguists or for research workers in other disciplines at a large number of universities. If any of these universities wish to expand their language work beyond the undergraduate level or to have centres for Russian studies of these areas, they will have to make a strong case.

30. It is for this reason that the foundations laid in the Slavonic departments in Oxford and Cambridge and at the School of Slavonic and East European Studies make it desirable that the greatest possible use should be made of these facilities. These three centres of Slavonic studies could be teaching many more students and have the basic materials for a great deal of research. Every effort should be made to put their resources at the disposal of the universities of which they form a part, and to increase the number of students. We make proposals in the next chapter for introducing intensive Russian courses between school and university so as to increase the number of good candidates. We hope these will do something to fill the gap left by the ending of the service courses.

#### Other Slavonic and East European languages

31. The demand for these languages from undergraduates is small. On the other hand this country should have a reserve of language experts covering most, if not all, of these countries. These linguists are needed to preserve and extend linguistic scholarship and to meet the needs of the other disciplines.

32. The need to encourage greater concentration leads us to think that most of the Slavonic and East European languages other than Russian should be concentrated in only a few centres. In this way the greatest number of students can be gathered together, and the staff can be given better research facilities and more contact with other staff to compensate them for the lack of students.

33. The Sub-Committee did not attempt to determine in detail which of these languages ought to be encouraged at which universities. Some increase in staff to cover more languages may be needed in a few main centres such as Cambridge, London and Oxford. And here and there universities have special interests in particular areas which may justify, say, a Polish or Serbo-Croat expert. But generally speaking we consider that most of these languages are better attached to the large departments. The School of Slavonic and East European Studies is the outstanding claimant, and has already the widest range.

#### The two London Schools

34. The School of Oriental and African Studies and the School of Slavonic and East European Studies both present special characteristics in which the Sub-Committee is interested. Both possess language departments and non-language departments within the same organisation. Of the two the School of Oriental and African Studies covers a wider range of non-language departments and is planning to extend this range. The Sub-Committee welcomes the efforts of both

Schools to step over faculty boundaries and to cross-fertilise research and teaching on both sides.

35. These two Schools are performing a special function in their respective fields. They offer a wider variety of languages than any other institution and they bring language teachers and others into closer contact. For this reason we consider that they merit special support. The School of Oriental and African Studies has been a pioneer in Oriental and African developments and other universities are now benefiting from its efforts. It has undertaken a systematic campaign of education among the public and grammar schools to interest them in the possibilities of Oriental studies at the universities. The increase in undergraduate numbers at the School in the last few years is due largely to these efforts. They have almost certainly contributed as well to the increase in student numbers at Oxford and Cambridge. The School has also pioneered the teaching of modern Oriental languages, and made an outstanding contribution to other modern Oriental studies. So much vigour and far-sightedness and so worthwhile a return on past expenditure should entitle it to a generous response to future demands.

### Summary

- (i) The future expansion of Oriental, African and Slavonic studies does not lie wholly, or even mainly, with the language departments, but they have a vital part to play.
- (ii) The Sub-Committee sets out guiding rules for determining the distribution of support for the language departments in the future.
- (iii) Middle-East languages are too widely distributed. There should be greater concentration or closer links with the non-language departments.
- (iv) Far Eastern languages should continue to be studied in Cambridge, Oxford and London, and perhaps be extended in Durham.
- (v) The study of the languages of South and South-East Asia should for the time being remain in the hands of Cambridge, Oxford and London. Their importance is likely to increase and they may well be in greater demand in the future. Meanwhile the Sub-Committee hopes their study in these three universities will be closely related to non-linguistic studies.
- (vi) African languages should be studied mainly in London, but to a limited extent in Oxford.
- (vii) The demand for Russian is expanding. Thirteen universities now teach it. Eight more wish to do so. This is too many. Development should be limited according to the guiding rules set out earlier.
- (viii) Other Slavonic and east European languages should be concentrated mainly in Oxford, Cambridge and London.
- (ix) The School of Oriental and African Studies and the School of Slavonic and East European Studies merit special support because of the range of languages and the interdisciplinary character of their studies. The School of Oriental and African Studies has been a pioneer in several fields which are of particular importance for the present inquiry.

## INTENSIVE LANGUAGE TRAINING

1. At almost every stage in the Sub-Committee's inquiries the problem of learning languages not taught in school proved to be a critical barrier to progress. It is a barrier for the language departments, because it is more difficult to attract students and to teach them to a high standard if they start to learn at the university. It is a barrier to a deeper understanding of the non-western world by historians, geographers and social scientists, since they cannot specialise effectively without being able to read the original documents. It is a barrier to scientific progress since so many new developments are taking place in Russia and knowledge of them is accessible most easily to those who can read Russian scientific journals.

**Language students**

2. The problem, particularly for the language departments, has become much more acute in the last two or three years with the reduction in the number of ex-service entrants who have passed through the language courses provided by the Services. Until very recently a high proportion of the candidates for entry to Slavonic and Oriental departments, particularly at Cambridge, London and Oxford, had completed a service course in one of the "hard" languages and had reached a high standard of proficiency, often considerably higher than the "A" level entrant direct from school. These ex-service candidates are no longer forthcoming.

3. No figures are available of the total number who passed through the special language courses during their period of military service. These courses were provided at centres run by the Service departments themselves and also on the Services' behalf at some of the universities. There are, however, figures of numbers passing through some of the special university courses and these give an indication of the contribution of these courses to the training of linguists in these unfamiliar languages. They also indicate the gap which needs to be filled.

4. At Cambridge the Slavonic department ran courses to train Naval and Army officers as Russian interpreters. Between 1951 and 1958 it also ran 17 Joint Services courses in Russian for service-cadets. These usually lasted for 42 weeks and 748 people successfully completed the courses. On completion of their military service, 66 cadets subsequently came to Cambridge as undergraduates to read for a degree in Slavonic subjects, and others went to other universities. Courses of a similar kind were held at the School of Slavonic and East European Studies and for several years some 150 to 200 service students were passing through a year. The School of Oriental and African Studies ran most of the university-based courses for Oriental and African languages. Between 1948 and 1960, 645 service men passed through the School. The courses varied in duration from a month to two years, but at least half lasted for a year. The majority of the students learned Chinese or Arabic.

5. It will be clear from these examples that the Service courses played a significant part in providing the universities with several generations of students who

had studied these languages intensively before starting their undergraduate study. The courses bridged an awkward gap in the students' pre-university training and provided a first-class groundwork for advanced study. The universities and the country as a whole have reason to be grateful for the uncovenanted benefits of this service training.

6. The value of the courses can be gauged by the discomfiture of the universities now that they have ceased to be fed by them. The language departments are more or less back to the position they were in before the war as far as the standard of candidates is concerned, but they now have larger staffs and a growing number of students interested in learning these languages. It is not therefore surprising that the problems of teaching these students a new and often very difficult language from scratch at the university was a recurrent theme during the Sub-Committee's visits.

7. Universities, and particularly the older universities, do not regard the elementary teaching of languages as a proper university function. This view varies in intensity from one university to another and from one language to another. No one expects students to have a prior knowledge of, say, Tibetan. Of all the languages within the Sub-Committee's terms of reference the elementary teaching of Russian is the one the universities most actively decry, because there are such direct comparisons with other modern European languages which universities do not teach from scratch and because there is the greatest possibility of students learning Russian at school.

8. For a student there are many disadvantages in starting any language at the university because:

- he is likely to obtain a lower degree or to have to take an extra year to obtain it;
- he is less likely to win a post-graduate award;
- during his course he will have less time for studying the more interesting and advanced aspects of his subjects, which are the real food of university education.

9. For staff the disadvantages are equally frustrating. Elementary teaching is stultifying to the university teacher. Either universities must recruit staff who are really only language instructors. These can never hope to rise to higher appointments. Or they waste the talents of highly qualified university teachers on routine work. Neither solution is satisfactory.

10. The Sub-Committee is in full agreement with the universities that the elementary teaching of languages to undergraduates during their degree courses is inappropriate for institutions of advanced education. This kind of teaching should as far as possible be removed from the regular curriculum of students and from the normal teaching duties of university staff. This may not be practicable with the languages which are studied very rarely. For languages for which there is now a growing demand in the universities and which are of outstanding importance scholastically and politically it is necessary to make special provision. These languages are Russian, Arabic, Chinese and Japanese. The Sub-Committee believes there is a pressing need to fill the gap left by the service courses, and to provide intensive language courses on a permanent basis inside or outside the universities.

#### **The needs of historians, social scientists and others for language training**

11. The problem for the universities is not confined to the needs of the language specialists who take degrees in Slavonic, Oriental or African languages.

If the Sub-Committee's hopes are fulfilled and greater interest is taken by historians and others in the non-western world, this will lead to a demand from undergraduates and still more from post-graduates for intensive language courses in these languages. Post-graduate students and research workers who undertake studies of, say, Russia, the Middle-East or the Far East will need, as a preliminary, to learn the language of their chosen area.

12. There is already some evidence of this demand, though still on a lamentably small scale. The London School of Economics would like to encourage post-graduates to specialise on the economic affairs of these areas and to spend a preliminary period learning the language, if means could be provided for doing so. The School of Oriental and African Studies has provided such training for a small number of economic historians. There are similar students at Oxford and a few individuals elsewhere. But at present the demand is very limited. If the Sub-Committee's proposals for a pool for new posts and for post-graduate awards bear fruit, there will be a growing demand for intensive language courses from these staff and students. The Sub-Committee also believes that supply is likely to create its own demand. It is the difficulty of finding places where such courses can be taken that discourages many students. The possibility of studying intensively for a short period would probably be attractive to a larger number of students than are at present affected by the normal university language courses.

13. For these students the language would be mainly a tool to open the gate to the field of their own specialism. Ability to read the necessary documents would be the main aim rather than a nice appreciation of literary style.

#### **Russian for scientists**

14. The growing demand for Russian classes from scientists has already been described. Several universities are running classes for 30, 50 or 80 scientists, and this demand is likely to increase. Russian is now as important for scientists as German was 30 years ago.

15. Even more than the historians and their fellows the scientists require their Russian as a tool. With sciences dependent on mathematics or formulae the language content of the material may be small. Thus with a small but highly specialised vocabulary the British scientist in some sciences may be able to understand a scientific paper in Russian with only a very limited knowledge of Russian. Birmingham University has experimented with classes in which the physicists and mathematicians were separated from the biologists, and these were also divided from the chemists. With specialist texts selected for each group progress in the ability to read in the scientist's particular field was very rapid. Even with a fortnight's intensive full-time course considerable progress was possible.

16. Special classes for scientists given on university premises are a convenience to the scientists. The Sub-Committee does not however regard it as an essential function of the universities to provide such classes. If such courses were given at the Technical Colleges or elsewhere this would in many ways be more appropriate and might be more economical. The Sub-Committee hopes, therefore, that the Committee on the Teaching of Russian outside the universities set up by the Minister of Education and the Secretary of State for Scotland under the chairmanship of Mr. N. G. Annan will consider the needs of university scientists in any recommendations they make. There are already university scientists attending courses at Technical Colleges. If more such courses are started and they can be tailored to suit the needs of university staff as well as of other

scientists and technologists in the area this might be more satisfactory. For the universities it has the added advantage that it may avoid making appointments which do not fit into the range of university teaching proper.

### **The place of intensive courses**

17. Ideally elementary language teaching should take place outside the universities. Where possible it should be given at school. Where this is impossible there should be pre-entry courses available centrally for the rarer languages and in different centres for the less unusual languages. With such arrangements the postgraduate students could enrol at a specialist institution when they needed to study a new language intensively.

18. The problem would be greatly simplified if Great Britain possessed a national Institute of Languages like those in Moscow and Paris, and perhaps one or two regional institutes. Such an Institute, possessing a high academic standing and teaching a wide variety of languages, would be able to fill many of the gaps which now exist. It would provide intensive language teaching at many levels up to the most exacting standards of first-class interpretership. And as a central institution offering highly specialised linguistic training it could be equipped more economically with all the elaborate mechanical aids now being developed for language teaching. It could also offer more easily than the universities can the spoken languages of today, without doing violence to the traditions of classical scholarship.

19. It is not strictly within the terms of reference of the Sub-Committee to recommend the setting up of such an Institute. As its existence would, however, make unnecessary some of the recommendations which follow, we thought it our duty to point out this serious gap in the country's educational system. If such an Institute came into existence it would meet many of the needs with which we are concerned. But pending its establishment there is a need for the universities to provide some of the language teaching which such a specialist institution could give more appropriately.

### **Courses in Russian**

20. It is necessary in making proposals for the future to distinguish between Russian and other languages, because the demand for Russian is greater, and because the part played and to be played in the future by the schools is an essential element.

21. It seems reasonable to hope on present trends that the teaching of Russian will grow fairly rapidly in the schools. How rapidly will depend on demand and the advice of Mr. Annan's Committee concerning the supply of teachers. But for the purposes of this inquiry we assume that in 5 to 10 years' time enough pupils will be learning Russian at school for all universities to insist on an "A" level qualification at entry for those wishing to take a Russian course. This would make it unnecessary to continue for long any special measures taken in the immediate future to meet the lack of teaching in the schools.

22. The growth of Russian teaching in the schools would also mean that more scientists, historians, geographers and the like would have learned Russian as a subsidiary subject at school. The benefits from this situation would be great. It would make possible all kinds of study of eastern Europe in different disciplines which are now barred to all but a few specialists.

23. In the meanwhile we recommend that arrangements should be made for running pre-entry courses for undergraduate students and for post-graduates who

wish to specialise on east European studies and must learn Russian to do so. These arrangements should be dovetailed with any being made for the schools.

24. Since the Committee on the Teaching of Russian is currently considering this question and may wish to recommend the setting up of special centres to train teachers and others in Russian, we do not wish to suggest any course which might result in a wasteful duplication. By the time that Committee reports it will have the views of this Sub-Committee before it. We would therefore recommend urgent discussions at that stage between the University Grants Committee and the Education departments to dovetail the two sets of requirements for intensive Russian courses and to see if any joint arrangements are practicable. If they are not, then the University Grants Committee should discuss arrangements for pre-entry courses with the universities. Ample experience is available in the universities as the result of the service courses. Given support the universities would have no difficulty in organising such courses in several centres.

### **Oriental languages**

25. The teaching of Oriental languages will in the foreseeable future remain outside the ambit of the schools. Unless and until a national Language Institute is set up it seems inevitable that it will fall to the universities to take the initiative in providing intensive language courses for Chinese, Japanese and Arabic. Responsibility is bound to fall on those universities which have the largest Oriental departments.

### **Chinese and Japanese**

26. Since the need for these courses is so pressing the Sub-Committee is the more relieved that the School of Oriental and African Studies has already taken the initiative. It is hoping to organise long vacation courses in spoken Chinese and Japanese, and to make a start in 1961. The courses are to be organised jointly with Oxford and Cambridge, to run for six weeks and to be organised at two levels, for beginners and for students at an intermediate level.

27. It is hoped that the beginners' course would be widely used as an entry requirement, particularly in London. Students at present have no means of discovering until too late whether they have any aptitude for these languages and mistakes can be very painful. The course would be a valuable supplement to the ordinary Honours course, which at all the universities, and particularly at Oxford and Cambridge, has concentrated on the written forms of the language.

28. The intermediate course would cater for the needs of students during their first or second long vacation, assuming that they had done the beginners' course before entry or in the previous long vacation. It would serve as a second round of intensive language training.

29. The Sub-Committee considers, that this scheme deserves a strong support. It fills a serious gap in the present situation and will greatly advance the students' progress during the normal academic year. The emphasis on the spoken languages is likely to attract more students than the exclusively classical courses have done in the past and so to give Oriental departments a more satisfactory number of students.

30. The Sub-Committee's support for this scheme is reinforced by its visit to America. Members of the Committee had the opportunity of visiting several "language laboratories" in the universities as well as the centre used for language training for the Foreign Service in Washington. The methods used were based on a concentrated exposure to the spoken language by means of small

classes with native speakers and the use of mechanical aids which permitted the student to hear and to speak the language, hour after hour and day after day to a degree impossible except by residence abroad. Such a period of concentrated study can have remarkable results, particularly when it is combined with more conventional teaching methods during the ordinary academic year.

### Arabic

31. The School of Oriental and African Studies has taken the initiative for Chinese and Japanese. There is a need for similar courses for Arabic, which is now the most widely studied Oriental language. The Sub-Committee hopes that the universities which do most teaching of Arabic might be prepared to combine to run short vacation courses. If this was done on an inter-university basis, with universities undertaking the teaching in rotation, this would reduce the burden on the staff. There is also a need for longer intensive courses for post-graduate students. Such courses could be developed from the courses now being given at Durham for government officers. Similar teaching will be necessary for the B.Phil students at Oxford.

### Cost of courses

32. The Sub-Committee has been advised that most if not all the costs of such courses can be met from fees payable by the students. The main cost of such courses is the payment of staff to conduct them. Whether there is a deficit or not depends largely on the response from students for any particular course. The Sub-Committee does not however think that most universities will be willing to start such courses unless they have some financial guarantee against loss. We have therefore included sums to provide such a guarantee in the financial estimates. (Chapter XVIII.)

### Length of courses

33. The courses to be run by the School of Oriental and African Studies are intended to last six weeks. The Slavonic departments at Oxford and Cambridge have suggested a length of approximately six months for pre-entry courses in Russian. The longer course assumes that students leave school in December and are free until October. This would not suit students who leave school in the July immediately before going to university after completing their "A" level examinations. Another suggestion has been for a three months' course starting in May. This would also come up against the difficulty of the summer examinations.

34. The Sub-Committee cannot be dogmatic about the length of the courses. It would welcome a variety of experiments. It may be that as Russian is a school subject the Education departments could make facilities available for sixth form boys and girls to attend special centres for Russian for their last one or two terms at school. The Sub-Committee sees many advantages in this arrangement, and has no wish to impose any standard pattern upon future developments.

35. Useful though the intensive vacation courses are likely to be they also have two serious disadvantages. In the first place they will create two streams at entry, and involve two sets of university courses at least during the first year. This difficulty cannot be overcome unless and until universities can insist on the taking of such a course by all those who have not reached an equivalent standard. Secondly the courses will almost certainly involve the use of university teachers year after year during the long vacations when they should be free for their own

research. Until more experience of these courses is available it is not possible to assess the seriousness of these disadvantages.

36. One possible alternative which has been suggested to us is to give all the students intensive language training during their first year, but to redress the narrowness of such a training by prolonging the course as a whole by a fourth year. This would give the opportunity for a broadened course and a higher standard of attainment than at present. The first year of intensive language training would also be suitable for postgraduate students from other disciplines who need to acquire such languages for their specialisation.

37. Many of the provincial universities already insist on a fourth year for students who take up a new language for an Honours degree. This suggestion would not raise insuperable difficulties for them. It would raise greater difficulties in universities in which there is greater insistence on a three-year course. The Sub-Committee does not press this suggestion, particularly as it puts elementary language teaching back into the university course. It does not, however, wish to ignore the problems of the short pre-entry courses, or to rule out alternative solutions if universities prefer them.

#### **The needs of specialist staff and post-graduate students**

38. The proposals we have made for new posts from the pool to train specialists in these fields, and for postgraduate awards will depend for part of their success on the facilities available for language training. Unless these new specialists and the postgraduate students can be given intensive language training they will be discouraged from going into these fields. The needs of these people cannot be fitted into the existing language courses, which are too slow and too literary for their needs. Nor are intensive courses in spoken languages the first requirement of such students. It is more important for them to have intensive courses which will give as quick a reading knowledge of the language as possible. For these students the first year intensive language course of the four-year course discussed above would be more valuable. A good reading knowledge of one of the languages of a group also makes it possible for the research worker to proceed on his own to a study of related languages.

39. The London School of Economics is particularly interested in such courses for post-graduate students of the social sciences, and would welcome arrangements similar to the Service Russian courses given at Cambridge, which lasted for 42 weeks. Postgraduate students specialising in, say, Russian Government or some other aspect of Russian social science would thus study the language for a year and their special subjects for the normal period afterwards. The School of Oriental and African studies has given a similar introduction to the language and thought of the Middle East and Far East to advanced research students in economic history who have specialised in these two regions.

40. Here again the Sub-Committee does not wish to lay down any rigid scheme. The numbers of postgraduates will be small at first and different for different languages. Universities and schools with language departments of their own will find the arrangements easier to organise. The Sub-Committee does, however, wish to make certain that the needs of staff and of postgraduates are taken into account and that intensive language courses are provided for them.

#### **Summary**

- (i) The provision of intensive language courses in the more important languages is an integral part of the Sub-Committee's proposals as a

whole. Much of the investment in the Oriental departments will remain uneconomic without special measures to fill the gap left by the Service courses. The moment for extending activity into this field is opportune, since there is evidence of greater interest in these languages from candidates from school. Such courses might also be an aid to postgraduate workers in other disciplines.

- (ii) The same arguments apply to Russian. It would be inexcusable if the three largest centres of Russian language teaching in Cambridge, London and Oxford were unable to make full use of their facilities for lack of enough qualified candidates. The interest is there, but the quality and quantity of school teaching falls short of requirements. Until this is made good the interests of the country demand that special measures should be taken to fill the gap.
- (iii) The elementary teaching of languages is not a university function and should wherever practicable be removed from universities courses proper.
- (iv) It would greatly simplify language training in this country if there was a national Institute of Languages where language training at all levels could be provided. Unless and until such an Institute comes into being other measures to fill the gap are needed. These are specially necessary for Russian, Chinese, Japanese and Arabic which are the "hard" languages most in demand.
- (v) The Sub-Committee is anxious that pre-entry courses in Russian should be arranged until such time as the growth of Russian teaching in the schools makes this unnecessary. The teaching of Russian in schools is the subject of a Committee of inquiry set up by the Education departments. The Sub-Committee recommends that the needs of the universities and the schools should be considered jointly as soon as the proposals of that Committee are ready. Failing provision by the Education Authorities or joint action, the universities should be asked to provide pre-entry courses independently.
- (vi) The School of Oriental and African Studies is planning to run six-week intensive courses in spoken Chinese and Japanese in the long vacations, in co-operation with Oxford and Cambridge. The Sub-Committee welcomes this initiative, which should be supported.
- (vii) There is a need for similar intensive courses in Arabic. The Sub-Committee hopes that the universities most concerned will combine to run such courses.
- (viii) Most of the cost of such courses can be met from fees payable by students. The Sub-Committee does not however think that universities will be prepared to start special courses without some guarantee against loss. We have provided for such a guarantee in the financial estimates. (Chapter XVIII.)
- (ix) Intensive courses will also be needed by non-linguists, who wish to specialise in these areas and to learn the languages. Such staff and post-graduate students will need primarily a reading knowledge of the language. Facilities for these staff and students will have to be provided as an integral part of their specialist training.

## TRAVEL AND FIELD RESEARCH

1. The importance of travel and field research for all those engaged in studies of these regions and their languages impressed itself upon the Sub-Committee time and time again. This was one of the main findings of the visit to America. The better facilities for travel available in American universities are one of the principal attractions for British scholars. The absence of adequate travel grants was one of the most frequent causes of complaint in British universities.

2. The Scarbrough Commission emphasised the importance of personal contact, so that those who taught in these fields should be in regular touch with the academic and general life of these countries. Only by this means could these studies retain their vitality. The Commission recommended that the financial estimates of university departments should include sums which would permit staff to visit these countries at least every three years. It also recommended that postgraduate students should spend not less than one-third of their time in the country of their study.

**Travel for staff**

3. The Sub-Committee fully endorses the Commission's views about the importance of regular contact with countries abroad, except that it regards a five to seven year cycle of visits as more practicable for the more distant countries than a three-year one. Visits to the country of a teacher's study are valuable even if that teacher is concerned only with classical studies and languages. Such visits renew a teacher's enthusiasm, refresh his spirit and keep him in contact with academic life abroad. Such visits become doubly necessary if the field of study covers modern periods and spoken languages. The failure to provide adequate grants for travel has in part been responsible for the backward state of modern studies of these countries in Great Britain and the lack of interest in their spoken languages. This has been particularly serious for Oriental studies.

4. It is essential that the staff of the language departments and those specialising on these regions in other departments should be given the means and the opportunity to travel. We believe that more travel for this purpose would:

- contribute to the work of all departments and help to vitalise some of the less vigorous ones;
- improve the quality of research;
- encourage more modern studies and make possible more teaching of modern languages;
- reduce the counter-attractions of posts in America.

5. We were disturbed by the difficulties that staff in many departments have had in securing grants for travel. Funds for travel are not available on anything like the scale which they ought to be. Many staff have not travelled to the area of their study for ten years or sometimes for even longer. They were out of touch with recent developments, and even worse, had sometimes given up hope of keeping in touch, for lack of travel grants. Students are less likely to be attracted to these studies if the teachers are out of touch with these countries and their living languages.

6. We therefore recommend that in their quinquennial estimates the universities should budget for funds to permit these staff to travel to the area of their study at least every five to seven years. We also recommend that arrangements should be made for leave of absence to make such visits worthwhile. Normally this should be for six to nine months, which would involve absence for at least one term. The costs of travel to the more distant areas make shorter visits uneconomical. We recognise that visits to some of the countries of Eastern Europe may be more practicable if they are shorter, but more frequent.

7. The Sub-Committee is aware that competition for travel grants from many faculties and departments is severe, and that the costs of its recommendation will be considerable. But it considers that Oriental, African and Slavonic studies have some special claims to generous treatment. The whole case for the development of these studies, along the lines which the Sub-Committee has suggested, depends on a greater understanding of these areas and closer contact with them. This cannot be achieved without regular visits to them. The universities need to study them as living societies as well as the source of older civilisations. Without visiting them this is impossible.

8. We are also aware that leave of absence for staff in small departments is difficult. The single language specialist teaching, say, Arabic, Turkish, Polish or Chinese cannot leave his students unprovided for in his absence. This is one of the arguments in favour of larger language departments, so that there can be more than one specialist of a kind. This has been one of the strengths of the School of Oriental and African Studies, which has been able to be generous in giving leave of absence. We recognise the difficulties of the small departments, but we regard travel as so important, and the devitalising effect of its absence was so clear to us during our visits, that we urge every university to do its utmost to make such visits possible.

9. Leave of absence for the specialists outside the language departments is likely to be easier. Courses for history, geography and other studies are usually spread over a number of staff, and it should be possible to arrange these courses in such a way that the course in, for example, Far Eastern history or Russian geography can be shifted from one term to another while the lecturer is away. In any event our recommendation for a "pool" (Chapter XI) from which universities can draw for new appointments in this field should set a good precedent in providing leave of absence and funds for travel for these staff.

#### **Costs of travel**

10. The costs of this travel and of field research will vary from country to country and from individual to individual. The expenditure of the Oriental and African departments is bound to be higher than those of the Slavonic departments because of distances. For visits to be worthwhile departmental estimates should include the costs of local travel within the country and other expenses of field research in addition to the cost of the main journey and subsistence. For an absence of 6 to 9 months the overall cost for each member of staff is bound to be considerable. We make some tentative estimates of the total cost of our recommendation in Chapter XVIII.

#### **Travel for post-graduate students**

11. The proposals for post-graduate awards (Chapter XII) visualise travel grants both for linguists and non-linguists. We are aware that the costs of these grants will be high compared with visits to countries of western Europe. But we

consider that this is a necessary price to pay for the expansion of non-linguistic research. It is equally necessary for students from the language departments. This was one of the valuable features of the Treasury Studentship scheme which we should like to see taken over, in a modified form, by the Ministry of Education. Post-graduate travel becomes more than ever important if undergraduate travel is not practicable. We, therefore, give travel grants for post-graduate students a high priority.

#### Travel for undergraduates

12. We do not think that a case can be made for the use of public funds for visits abroad by undergraduates who are not studying the languages of these areas. We make no recommendation for these students.

13. For the linguists travel is important, but for these distant countries it is difficult and expensive. Most provincial universities demand six months residence abroad from students taking Honours degrees in western European languages, but waive this rule for students of Russian or of Oriental languages. Funds for such travel come from a variety of sources. The Ministry of Education and the local authorities are willing to supplement their grants to scholarship holders up to maximum of £20 to cover the cost of shorter journeys to western European countries. Such travel as has been arranged, and it is rare, to the Middle East has usually been through the generosity of private donors or the oil companies.

14. We regard this travel as important, particularly for the serious students of these languages who are taking full Honours degrees, but less important than for postgraduate students. However, we do not think it right that undergraduates who wish to study the languages with which this Sub-Committee is concerned should be penalised by comparison with those who take western European languages. The effect of this would be further to encourage concentration on the latter, which is exactly contrary to the whole trend of the Sub-Committee's recommendations. It is very difficult at this stage, when the whole question of financial support for undergraduates is in a state of flux, to make detailed recommendations for dealing with this situation. We doubt whether local education authorities are likely to look favourably on requests for contributions to travel expenses to these distant areas. Nor do we think that travel of this kind can easily be administered centrally in any way. We can only suggest that universities be encouraged to put in requests for funds to cover such travel, which they would administer themselves, and recommend that if such requests are put in they be considered favourably.

15. The question of travel to the U.S.S.R. presents special problems. The present exchange arrangements with the Soviet government do not cover undergraduates. If this can be achieved later on, as we hope, it is very desirable that funds be available to enable undergraduates to take advantage of it. Meanwhile more universities might well consider following the example of some universities and government departments who send students of Russian to live for a period with Russian emigre families in Paris.

#### Summary

- (i) The Sub-Committee places great importance on the value of travel and field research, both for linguists and non-linguists. It regards it as essential that staff should be in regular contact with the countries of their study.

- (ii) Failure to provide adequate funds for travel has devitalised some of the language departments and discouraged the development of modern studies and interest in modern languages. It has also contributed to the superior attractions of posts in American universities.
- (iii) To overcome these difficulties the Sub-Committee recommends that staff should be given travel grants and leave of absence for these visits at least every 5 to 7 years, for a period of 6 to 9 months.
- (iv) It suggests that universities should include the costs of such travel in their quinquennial estimates and recommends that these estimates should be considered favourably by the University Grant Committee.
- (v) Travel for post-graduate students is equally important. Recommendations for this are included in Chapter XII.
- (vi) Undergraduates studying the "hard" languages find it difficult to visit the more distant countries because of the high costs of travel. To avoid these students being unduly penalised compared with students of the languages of western Europe the Sub-Committee suggests that universities should put in requests for funds to provide some travel scholarships for this purpose.

## CHAPTER XVII

### LIBRARIES

1. In almost all branches of study the cost of library collections, particularly for research, is high. In subjects where the staff and students are relatively numerous expenditure on books is easier to justify. And in long-established subjects acquisition may have been continuing steadily for many decades, or even centuries. Generations of scholars are likely to have built good collections around them.

2. In some of the fields covered by the Sub-Committee there are library problems of special difficulty. These include:

- the wide range of languages and their unusualness;
- the provision of library staff competent to cover these languages;
- the small number of students;
- the difficulty and high cost of obtaining many Oriental and Slavonic books;
- the very recent development of Russian studies in many universities, so that there are few past acquisitions;
- the scale of any programme of library acquisition if modern subjects and languages are added to the traditional classical fields.

3. Time did not permit the Sub-Committee to examine library needs in any detail. But it is clear that our proposals for the expansion of non-linguistic and modern studies and for the development of centres of area studies in some universities have important repercussions on library policy. The special problems of Oriental and Slavonic libraries complicate the implementing of this policy.

#### Libraries of the language departments

4. Nearly all the main Oriental faculties and departments and some of the Slavonic departments obtained earmarked grants between 1947 and 1952 to make good major gaps or buy special collections. This was a very great help. While naturally enough few departments are satisfied with the size of their libraries or their annual grants we were surprised to find so few complaints. Among the Oriental departments only Durham expressed serious concern about grants for book purchase.

5. The absence of more explicit demands for larger library funds can be attributed to a number of causes. Of these the most important are:

- the concentration on undergraduate teaching in many new Slavonic departments, which has so far created little demand for research libraries;
- the existence of fine collections of classical books in some of the longer-established departments, particularly those covering Middle East studies, and the supplementary purchases with earmarked grants;
- the comparative lack of interest among the language departments in studies covering the past 150 years. The range of books covering this period is usually particularly large.

6. So long as the main preoccupation of the newer Slavonic departments is the teaching of undergraduates the library problem is not likely to loom large.

We see no reason why the universities should not continue to meet the demands of these departments in the normal way. Difficulties will only arise if and when there is a demand for more ambitious research libraries. Such demands would need to be dovetailed with those from other universities with similar plans, and with proposals for new centres. Research libraries are too expensive and the number of post-graduate students in the provincial universities is at present far too small to justify much duplication of such facilities.

7. Many of the longer-established language faculties and departments have built up good collections for research, mainly in linguistic fields. While there are still many gaps in these collections, and no doubt these departments would like to expand their research into other fields of classical scholarships, we see little case for recommending exceptional treatment for them. Their demands are not so large that the universities cannot be expected to meet them in the normal way.

8. It is when we come to the extension of classical studies into modern fields and the creation of new research libraries where none now exist that the real difficulties arise.

### The scale of library acquisition

9. Our visit to America gave us some indication of the magnitude of the problem of developing modern studies. It also showed us the advantages the American universities enjoy in competing for scarce manpower, as the result of their much more generous library provision. Their new cataloguing procedures are also of special interest. It seemed to us necessary to translate the American experience into British terms so as to arrive at a reasonable policy for universities in this country. The aim should be to provide the maximum benefits to scholars in this country at as low a cost as is compatible with the proper development of these studies.

10. To help us to arrive at a better picture of the magnitude of the problem we enlisted the help of the Librarian of the School of Oriental and African Studies. He kindly supplied the Sub-Committee with approximate estimates of the cost of buying all the important new publications issued in Asia and Africa, and about Asia and Africa in European languages. These estimates are based on research in this subject in America, but they have been adjusted to British requirements and experience, and discussed with some of the librarians of the leading libraries with Oriental collections in London.

11. The estimated costs work out as follows:

	<i>Annual cost of purchase £</i>					
(a) Books issued in Asian countries						
Far East	...	...	...	...	...	3,000
South Asia	...	...	...	...	...	3,000
Near and Middle East	...	...	...	...	...	3,000
Total	...	...	...	...	...	9,000
(b) Books issued in Africa	...	...	...	...	...	500
(c) Books about Asia and Africa issued in Europe (including U.S.S.R.), America and Australasia	...	...	...	...	...	2,000
Grand Total	...	...	...	...	...	<u>£11,500</u>

12. Expenditure of the order of £11,000 to £12,000 a year is clearly more than most university libraries can afford. If this country is to be adequately equipped with books about the Asian and African countries, purchases by different libraries should cover the field systematically so that there is as wide a range of titles and as little duplication of them as possible. This can only be achieved by co-operation between the libraries.

13. Any co-operative effort must take into account the special position of the School of Oriental and African Studies. In 1960-61 the School was spending at the rate of £10,000 to £11,000 a year on books and was building up its collection on the modern side steadily. The School has adopted a generous policy on the loan of books and materials and in answering inquiries. As a result the library is used by a large number of people outside the School, and outside London, and is on the way to becoming a national library. The demand for books from the School is increased by the special position of the Bodleian and Cambridge University Library which have restrictions on lending books and admitting external readers. These restrictions on the use of these libraries increases the demand for books from the library of the School.

14. This situation suggests two lines of development. First we think it would be reasonable to increase the library grant to the School to a level which would permit it to operate fully as a national library both in buying books and in at least lending them to external readers. With an additional grant of £1,500 a year the School could become a national library from which any serious reader could borrow books on Asia and Africa or read in the library.

15. Secondly there should be a concerted effort between the libraries, including the School library, to co-ordinate buying and to co-operate on joint cataloguing arrangements. Our proposals for the creation or expansion of centres of area studies and for the encouragement of modern studies will mean that a number of universities may wish to start or build up their libraries for these studies. It would be wasteful for them to do so without some agreement with other libraries on the fields which each university was attempting to cover. The fact that the School would have a wider coverage than any other library strengthens the case for joint action. In this way the resources of other libraries would be used to the best advantage and the strain on the School would not be too great. If the interest in modern studies were to grow rapidly the School could not meet the demands of borrowers unless other universities were meeting their own specialised needs.

### **Co-operative buying**

16. For co-operation in the buying of books the aim should be to make more individual titles available to readers generally than is possible if libraries act independently. This could be achieved by agreements between universities either to take responsibility for buying books relating to some particular area in which the university is interested, or to consult one another before buying books and to share the load. Such co-operation would avoid duplication of purchases, except for the most important books.

17. The School of Oriental and African Studies has agreements of both kinds with other London libraries. Examples of the former method are the arrangements between the Institute of Advanced Legal Studies, the London School of Economics and the School of Oriental and African Studies in the field of law. By these arrangements the Institute of Advanced Legal Studies takes the law of Commonwealth territories in Asia and Africa, the London School of Economics

that of foreign colonial territories and the School of Oriental and African Studies that of independent sovereign countries in these continents. Examples of the latter method include an agreement between the British Museum and the School of Oriental and African Studies in the field of Japanese, by which each library buys a percentage of the total production, the most important works being bought by both libraries. A similar agreement between the British Museum, the India Office Library and the School of Oriental and African Studies is planned for works in modern Indian languages.

18. There is no reason why similar arrangements should not be made in other fields of study and between other libraries. So far the possibilities of co-operation have only been explored by libraries in London, which are favourably placed for this purpose. But the possibility of extension outside London should be explored. Co-operation thrives best where the libraries concerned are willing to make their collections accessible to all, either in their own buildings or by lending outside those buildings. The Bodleian and the Cambridge University Library possess the two largest and most important collections of Oriental books outside London, but it is unlikely that consistent with their general policy and the demands upon them they would be able to play more than a very limited part in any scheme of this kind. But the other university libraries might well be in a position to co-operate more extensively, and we hope they will find it possible to do so.

#### Co-operative cataloguing

19. The cataloguing of Oriental books is a time-consuming and therefore costly business, and no single Oriental library can hope to number among its staff experts in all the languages with which it is concerned. Co-operative cataloguing has long been an important feature in American libraries, and recent agreements on codes to be used for cataloguing will make this even more widely adopted than at present. Each library will catalogue a certain proportion of its books and the entries will then be printed, or reproduced by some other method, on to cards of standard size available to all.

20. Great Britain has a long way to go before it could follow suit. Not all libraries have card catalogues. Those which have, use cards of different sizes. Each library adheres to its own system of cataloguing which may vary considerably from those employed in other libraries. Nevertheless a start is being made in London, and in the not too distant future an exchange of catalogue cards for Japanese books may begin to operate between the British Museum and the School of Oriental and African Studies. It is hoped that similar arrangements will be made for Indian languages between the British Museum, the India Office Library and the School of Oriental and African Studies. This would follow naturally upon the agreements to act in unison in respect of book buying for these areas.

21. A closer study of the possibilities of co-operative cataloguing would produce beneficial results to all concerned, not only in the saving of time and money but, more important, in the provision of a better service for those who are engaged in Oriental and African studies. It would also encourage a better use of these libraries.

22. Similar difficulties afflict universities with Slavonic and East European studies. The problem is further complicated by the much larger number of Slavonic departments and their recent growth. Clearly only a few of these can build up research libraries of any significance for linguistic studies. If they seek

to extend non-linguistic studies, as Birmingham and Glasgow have begun to do, the problems are greater still.

#### Future policy

23. In the future, policy on library developments must take into account:
- the high total cost of meeting library needs where research in modern studies is added to more traditional studies;
  - the small size of Great Britain, which makes it reasonably practicable to secure a greater movement than at present of books to people and people to books;
  - the need for the concentration of advanced work in these fields into a relatively small number of departments or centres;
  - the possibilities of co-operation between universities which cover the same broad regions, so that each covers a special area or language or subject.

24. We recognise that many of the older and better established libraries may not welcome a division of responsibilities which would exclude certain areas or subjects, with a greater concentration on those they retain. But we do not consider that the whole field can be adequately covered unless there is such co-operation. It is not realistic to suppose that funds can be made available both to cover the field thoroughly and to duplicate purchase by several libraries of large numbers of the same books in these unusual languages.

25. In the future the development of modern studies and of research outside the linguistic field will make it necessary to relate library developments more closely to the general pattern of development in these fields. No doubt universities will attempt to make it clear in their quinquennial estimates how their plans for library expenditure dovetail with their proposals for extending these studies or setting up centres of area studies.

26. We recognise, however, that the time factor makes it difficult for the universities to draw up their proposals adequately for the quinquennium 1962-67, and that in any case some universities would not know what their library requirements are likely to be in these unfamiliar fields. This would be particularly true for new centres. We hope therefore that the University Grants Committee will be able to keep some balance of funds in reserve to meet these demands as the proposals mature.

27. This is the more necessary because we consider that a more detailed study of library requirements would greatly help the universities to formulate their library policies, particularly in the Oriental and African fields. The estimates provided by the School of Oriental and African Studies are approximate only, and need to be worked out in detail in co-operation with other interested libraries. Such an inquiry would provide a more detailed assessment of the costs of the important publications in these fields. The collection of this information might also encourage the different departments and faculties to agree about the fields in which they each wished to specialise. It would also give the opportunity for universities to extend their joint cataloguing systems. We therefore recommend that the universities most concerned should set up a Committee for this purpose and that the University Grants Committee should give them every encouragement.

28. Similar investigations of the requirements for studies related to eastern Europe are also needed. We hope that some of the most interested universities will co-operate to this end. As, however, the pattern of universities which will develop non-linguistic studies related to eastern Europe has hardly taken shape the possibilities of co-operative library policies must take some time to develop.

## The two London Schools and Durham

29. The Sub-Committee thinks it necessary to single out three centres which have special difficulties about their libraries. These are the School of Oriental and African Studies, the School of Slavonic and East European Studies and the School of Oriental Studies at Durham. In London the difficulties are mainly physical difficulties of space. These are the two leading Schools in their fields in the country, and their space for books and reading rooms is quite inadequate in relation to the importance of the work they are doing. The School of Oriental and African Studies in particular cannot function as a national library centre or accommodate many more readers for lack of space. We regard it as essential that both these Schools should be provided with better accommodation for their libraries, and that building for this purpose should be given a high priority in the next quinquennium. The very fact that they are pioneering in modern studies and need more books for the purpose is an added reason for meeting their needs.

30. Durham's need arises from its late start, its ambitious policies and the small size of the university as a whole. The Oriental library has been built up from one shelf to 55,000 books in twelve years, but four-fifths of this expansion has been met from private benefactions. This is a fine achievement. But if Durham is to establish itself as the main School for Oriental studies in the north of England it cannot be expected to rely so heavily on private gifts in the future. Durham has given ample evidence of its vigour. Its circumstances are exceptional and it is the only department for which we recommend an additional library grant to cover linguistic studies. If, as we propose elsewhere, it becomes a more important centre of area studies, it would also qualify for such grants as we propose for these centres.

## Summary

- (i) Oriental, African, Slavonic and east European libraries present special difficulties owing to the range of languages, cost of books, staffing and so on.
- (ii) The Sub-Committee was surprised to find how little dissatisfaction the languages faculties and departments showed about their libraries. It considers that universities should be able to meet the normal requirements of the language departments as at present organised in the normal way. Durham is an exception.
- (iii) The School of Oriental and African Studies is already on the way to becoming a national library for these studies, and has adopted a generous policy towards lending books. We recommend that it should be recognised as such and be encouraged to consolidate its position. This would involve additional grants of at least £1,500 a year.
- (iv) An expansion of modern and non-linguistic studies is likely to lead to a greatly increased demand for books. The costs of these are too great to permit unco-ordinated buying by many libraries. The aim should be to increase the total number of books and to reduce duplication.
- (v) This can be done by:
  - relating library expansion to the development of area studies;
  - co-operative book buying;
  - co-operative cataloguing;
  - freer lending of books or use of reading-room facilities.

- (vi) There is a need for more detailed studies of the costs of library requirements. We recommend that the interested universities should set committees covering Oriental, African and Slavonic library needs, and that these committees should also consider co-operative book selection and cataloguing.
- (vii) Some co-ordination of library grants would normally be carried out at the time of the quinquennial submissions. As, however, time is short, we ask that the University Grants Committee should retain some funds in reserve until these demands can be clarified.
- (viii) The School of Oriental and African Studies and the School of Slavonic and East European Studies both urgently require larger library premises. We recommend that their building requirements for this purpose should be given a high priority.
- (ix) We recommend that special provision should be made for the library of the School of Oriental Studies in Durham.

## FINANCIAL IMPLICATIONS

## Heads of expenditure

1. The most important of our proposals which will involve additional expenditure are:

- five-year grants from the "pool" to cover 125 new posts spread over 10 years (Chapter XI);
- special post-graduate awards averaging 10 a year for 10 years (Chapter XII);
- travel grants for post-graduate students of the "hard" languages who win the Post-graduate Studentships in Arts of the Ministry of Education (Chapter XII);
- new or expanded centres of area studies (Chapter XIII);
- intensive language courses (Chapter XV);
- travel and field studies for staff at least every 5-7 years (Chapter XVI);
- extension of library grants to cover modern studies, and the libraries of the School of Oriental and African Studies and of Durham (Chapter XVII);
- capital grants to provide better library premises for the School of Oriental and African Studies and the School of Slavonic and East European Studies (Chapter XVII).

2. We consider that special funds should be made available centrally for the pool for new posts and for the special post-graduate awards. It is a part of our main argument that universities will not make these appointments or encourage this post-graduate work through the normal channels. Some external incentive is required. We are certain that the objectives we are aiming at will not be achieved without this additional aid. We hope that, as these funds are not tied to any particular subject or department, this will free them from the objections usually raised against earmarked grants.

3. The travel grants for those linguists who win the Ministry of Education Post-graduate Studentships in Arts would form part of the Ministry of Education's scheme.

4. We intend that the cost of our other proposals should come within the quinquennial estimates of individual universities, recurrent or capital. We have not recommended earmarked grants for these purposes. We have done this partly because in some universities earmarked grants appear to create as many difficulties as they solve. It is also because at the outset of a new quinquennium we hope that the universities will include in their estimates sums sufficient to cover the cost of the comparatively modest proposals we have put forward.

5. There is, however, one stumbling-block. Some universities may for all practical purposes have completed the preparation of their estimates for the next quinquennium before the recommendations of this Sub-Committee, if they are accepted, are available to them. In this event they will not have had the opportunity to take our proposals fully into account in making their plans. If this proves to be the case, then we would ask the University Grants Committee to permit the universities to make supplementary estimates to cover the costs of additional expenditure to meet our proposals. It would also be necessary to retain sums in reserve for this purpose. Unless this opportunity is given, a large part of our recommendations have no hope of being implemented.

# Estimates of costs for the years 1962-1967

6. We have set out in Table XVIII A our estimates of the costs of our proposals for the next five years. These estimates are based on the assumptions set out below.

## (i) *Pool for new posts*

We have assumed that there will be an average of 15 awards a year for five years and 10 awards a year for the second five years. The peak expenditure is therefore reached at the end of the first quinquennium and will then decline. We have allowed for 13 junior and 2 senior appointments in each of the first five years. A year's travel is allowed for each award.

## (ii) *Special post-graduate awards*

The estimate assumes an average of 10 awards a year, lasting on average three years and allows for one year's travel abroad for each student. By the third year there would be 30 students at a time holding awards.

## (iii) *Centres of area studies*

We hope that for the first 10 years some of the costs of staff and post-graduate students for these centres would be met through grants from the pool and through the special post-graduate awards. These awards would not cover more than perhaps half the running costs of these centres and we have estimated accordingly. These estimates include annual running costs and secretarial help as well as one or two key posts. On average we think a grant of about £6,000 p.a. per centre would meet this expenditure. With 9 to 11 new or expanded centres this would mean an annual expenditure rising to about £60,000 p.a. if all were in operation.

These centres will need some initial equipment, adaptation of premises and a stock of books. We have allowed for this in the form of capital grants.

TABLE XVIII A  
Financial estimates

	1962-3 £	1963-4 £	1964-5 £	1965-6 £	1966-7 £
<i>Recurrent Grants</i>					
(i) Pool for new posts ...	21,000	65,000	86,000	107,000	128,000
(ii) Special post-graduate awards ...	5,000	20,000	25,000	25,000	25,000
(iii) Centres of area studies ...	30,000	40,000	50,000	60,000	60,000
(iv) Intensive language courses ...	2,000	3,000	4,000	4,000	4,000
(v) Travel for staff ...	50,000	50,000	50,000	50,000	50,000
(vi) Library grants for S.O.A.S., Durham and centres ...	10,000	13,000	16,000	19,000	23,000
<b>Total ...</b>	<b>£ 118,000</b>	<b>191,000</b>	<b>231,000</b>	<b>265,000</b>	<b>290,000</b>
<i>Capital Grants</i>					
(i) Initial grants for centres of area studies ...	36,000	27,000	18,000	9,000	—
(ii) Grants for library premises of S.O.A.S. and S.S.E.E.S. ...	Not estimated				

(iv) *Intensive language courses*

We should expect most of the costs to be met from students' fees. Without knowing how many universities will respond or how long the courses will be we have found it difficult to arrive at any reliable figure which would represent a guarantee for the universities against loss. Our estimate must therefore be regarded as a very provisional one.

(v) *Travel*

Many staff already receive travel grants, especially those at the School of Oriental and African Studies. Here again we find it difficult to estimate total numbers or the proportions of those who will travel to different regions, far or near. We think about 50 more staff might travel each year than do now. We have assumed that they will be away for 6-9 months, and will require on average a grant of £1,000 per person to cover travel, subsistence and expenses of local research.

(vi) *Libraries*

In our estimates we have provided for annual grants to the School of Oriental and African Studies and to the School of Oriental Studies in Durham and for annual expenditure on books on modern studies by the various centres of area studies.

(vii) *Library buildings*

We do not feel qualified to estimate the requirements of the School of Oriental and African Studies and the School of Slavonic and East European Studies for library buildings and have not attempted to do so.

7. These estimates are necessarily tentative but they suggest that by the end of the coming quinquennium the cost of meeting our proposals would be something approaching £300,000 a year. In addition there would be small capital grants for the new centres of area studies and larger grants for library buildings for the two London schools.

8. We therefore recommend that provision should be made for additional annual expenditure at the rate of about £300,000 a year by 1966-67 to meet our proposals. Of this about half would be included in the quinquennial estimates of individual universities and half would be distributed centrally. In addition we recommend that the necessary capital grants should be provided for the centres of area studies and the libraries of the two London Schools.

9. Our proposals cover a ten-year period and we have made earlier an urgent appeal that the support should be sustained for the full ten years. This would involve continuing the awards from the pool, up to a total of 125, and the special post-graduate awards up to a total of 100 by the end of the ten-year period. It will also mean increased support for the centres of area studies to the extent that the salaries of staff have previously been met by awards from the pool and the absorption of other staff from the pool into the regular establishment of departments. This absorption is implicit in our proposals and we see no need to make special provision for it. As, however, more experience will be available in five years' time of how the pool, the special post-graduate awards, the schemes for new centres and the travel arrangements are working, we recommend a review before the beginning of the next quinquennium. If a Sub-Committee of the University Grants Committee has been set up to administer the pool for new posts and the special post-graduate awards, it should be possible to carry out such a review simply and quickly.

## Summary

- (i) It is estimated that the annual cost of the Sub-Committee's proposals will rise to about £300,000 by the end of the first quinquennium. Of this about half would form part of the quinquennial estimates of individual universities, and half would be administered centrally. It is recommended that provision should be made for this expenditure.
- (ii) It is also recommended that small capital grants should be made available for the setting up or expansion of centres of area studies and larger capital grants for library buildings for the School of Oriental and African Studies and the School of Slavonic and East European Studies.
- (iii) As it is possible that some universities will not have time fully to consider the Sub-Committee's recommendations before submitting their quinquennial estimates, the Sub-Committee recommends that they should be permitted to submit supplementary estimates.
- (iv) It is recommended that there should be a review of progress before the next quinquennium to make any minor adjustments which experience may suggest. The Sub-Committee, however, lays great stress on the importance of continuity of support for the proposals in general for the full ten-year period. Its recommendations cannot bear fruit effectively in a shorter time.

## Acknowledgment

We cannot conclude this report without expressing our thanks to our Secretary, Mrs. Layton, for all the admirable work she did on behalf of the Sub-Committee. She organized efficiently and lucidly the mass of material we accumulated, and was responsible for drafting practically the whole of the report. In addition she arranged our complicated journeys to North America and to the different universities of this country with efficiency, calm and good temper. We doubt whether any committee can ever have had so excellent a Secretary as Mrs. Layton proved herself.

*Signed:* W. G. HAYTER (*Chairman*)  
F. W. DEAKIN  
H. S. GIBSON  
L. H. LAMB  
P. N. S. MANSENGH  
STEVEN RUNCIMAN

ELIZABETH LAYTON, *Secretary*,  
May 1961.

## APPENDIX

### REPORT OF VISIT TO NORTH AMERICA

1. The Rockefeller Foundation has given generous financial support for the development of Slavonic and Oriental studies for many years both in America and Great Britain. The School of Oriental and African Studies in London, for example, owes much of its growth to support from the Foundation. Many universities in the United States have been inspired to start work in these fields because of grants given by the Foundation.

2. The Foundation's keen interest in this work brought a most welcome invitation to the Sub-Committee to visit North America, and to see for itself what was being done in American and Canadian universities. Through the generosity of the Foundation the Chairman, three members of the Sub-Committee and the Secretary were able to make a three weeks' tour of universities in the United States and Canada, as well as to visit the Library of Congress and various government agencies in Washington. The tour took place in April, 1960, and by dividing forces, the members were able between them to visit 10 universities in the United States and 2 in Canada.

3. The Sub-Committee is deeply indebted to the Rockefeller Foundation for this opportunity. The United States is in the process of a very large expansion of university work in the fields of Slavonic and Oriental and African studies, and is evolving new methods of meeting these demands. It was both interesting and valuable for the Sub-Committee to see the progress which had already been made and the methods being evolved to stimulate this progress in the future. What is being done in North America has many lessons for Great Britain.

4. The universities which the Sub-Committee visited were as follows:

#### *United States*

Columbia University	New York
Harvard University	Cambridge
Cornell University	Ithaca
Northwestern University	Chicago
Princeton University	Princeton
Stanford University	Palo Alto
University of Michigan	Ann Arbor
University of Indiana	Bloomington
University of California	Berkeley
University of Washington	Seattle

#### *Canada*

University of British Columbia	Vancouver
McGill University	Montreal

5. Time did not permit the Sub-Committee to visit a number of other universities which were doing valuable work in these fields. The number and variety of universities visited did, however, allow the Sub-Committee to gain a fair impression of the expansion of work in Slavonic and Oriental studies since the second world war. Discussions with a large number of teaching staff also enabled the Sub-Committee to appreciate the objectives and methods of this expansion.

#### Differences in the American educational pattern

6. It is impossible to appreciate what has been happening in America and Canada in these special fields without some understanding of the main differences between the

general educational systems of these two countries and those of Great Britain. At the risk of oversimplification the main differences in the United States are as follows:

- most boys and girls stay on at school till about eighteen;
- specialisation as it is practised in the sixth forms in Great Britain is almost unknown. Boys and girls at school study a much wider variety of courses, often for comparatively short periods;
- the learning of languages ancient or modern in schools is much less common. Many students come to and pass through the universities without the study of any foreign language. Only 1 out of 7 pupils in the high schools takes a modern foreign language;
- the B.A. course in the universities lasts four years. During the first two years students still do very little specialisation. Only in the last two years do students tend to canalise their studies;
- the proportion of students staying on to do M.A. or Ph.D. degree is much higher than in the United Kingdom;
- these post-graduate studies are very prolonged by English standards. They often continue until the student is nearly thirty years old, without the student holding any official teaching post;
- normally a Ph.D. qualification is necessary for a university appointment, and therefore all aspirants to university teaching stay on at the university as post-graduate students for a long period.

7. The Canadian system differs in many ways from the American system and approaches slightly more nearly to the English pattern. But for the main purposes of this study the resemblances to practice in the United States are more important than the differences.

8. These characteristics of the American educational system have inevitably caused the growth of Oriental, Slavonic and African studies in the universities to follow a different pattern from those in the United Kingdom. The differences affect in particular:

- the approach to the learning of a language. Since many students in America will have learned no foreign language at school or before graduating at the university the approach to the learning of a language after graduation presents special problems;
- the emphasis placed upon post-graduate studies. Most of the pioneer work in the universities is being done in the post-graduate institutions. Graduate institutes, centres or departments are a prominent feature of the university system. They attract the ablest pupils and they assume that students are prepared to devote a long period after graduation to the kind of specialist study, within a discipline and through a range of lecture courses, which the British student would have partly covered during his undergraduate years.

9. The American way of life and its more affluent circumstances can support this lengthening of the student years, and the postponement of financial independence. While there is much to be said for increasing the amount of post-graduate work being done in British universities, so very long a postponement of active participation in the economic life of the country and the academic life of the universities would not be acceptable in Great Britain.

#### The role of the Foundations

10. The growth of Slavonic, Oriental and African studies in American universities since the war has far outdistanced pre-war activity in those fields. It has taken place in two phases, the first being dominated by the policies of the Foundations, and the second, since 1958, by the National Defence Education Act.

11. The war brought the United States suddenly into much closer contact with the rest of the world and particularly with the Far East. It was discovered that the country was ill-equipped to meet the demands for expert knowledge about Russia, and the

Far East, as well as other parts of the world. Some of the deficiencies were met by emergency measures, such as language training schools in the Services. But it was clear that, if the United States was to meet its post-war responsibilities adequately, more fundamental remedies were necessary. Among the remedies was more study in the universities of the languages and cultures of countries overseas, which fell outside the orbit of western civilisation. There was a need to expand the frontiers of teaching and research beyond Europe and the western world.

12. The need was recognised both in the universities and by the Foundations. It would be difficult to overestimate the importance of the Foundations, who financed a very large part of the pioneer work in this field, in the first 10 years after the war. They had already given much support before the war, but after 1945 the range and scale of aid was greatly increased. Of the universities visited by the Sub-Committee nearly all had received substantial grants from the Rockefeller Foundation to establish or to expand Slavonic or Oriental studies. The Carnegie Corporation has also been active in supporting similar developments.

13. The use to which grants were put varied from university to university. But often it was spent on setting up a Centre or Institute of Russian, Middle East or Far Eastern Studies, with a small nucleus of staff, and in building up a library. The organisation of these centres is discussed later. Briefly their purpose was to provide a small power house within a university, which would generate interest and study in the chosen field of work and would encourage other university departments to collaborate with it by offering them the necessary financial support. The money from the Foundation, often spread over a five-year period, usually paid the direct expenses of the centre and the salaries of the small nucleus of staff attached to it. It was also used to contribute to the cost of salaries of staff in departments, who then spent part of their time teaching or doing research within the special field of the Centre.

14. Grants to pay for a director, two or three teaching and research staff, secretarial help, offices and books are unproductive if enough qualified individuals to carry out the necessary teaching and research are not available. Since the universities were entering new fields, there were few ready-made scholars to support the programmes. The shortage was met in two ways:

—by bringing in scholars from Europe, and occasionally Asia;

—by giving fellowships to students on the completion of their B.A. degrees to enable them to spend several years learning the necessary language(s) and studying their chosen discipline in, say, history, political science, economics or anthropology.

15. It has already been explained that university courses in North America up to the B.A. level demand relatively little specialisation as understood in Great Britain, while many students will have made little, if any, study of a foreign language. The fellowships were, therefore, designed to give a student the time to learn, say, Russian or Arabic, Chinese or Japanese and at the same time to study a discipline to M.A. or Ph.D. level. Few universities had funds for this purpose. It fell to the Foundations, first the Rockefeller Foundation and later the Ford Foundation, to make good this deficiency.

16. The Fellowships, of which the Ford Fellowships have been the most numerous, have played an indispensable part in the development of these studies in North America. Without them far less progress would have been possible. It is fair to say that these fellowships, coupled with the grants to the Centres from the Rockefeller Foundation, the Carnegie Corporation and others, have until recently been the mainstay of university developments in these fields.

17. For the past nine years the Ford Foundation has granted fellowships, enabling young Americans and Canadians to study non-western areas of the world. The Fellowship programme has attempted to raise the standard of knowledge of those areas. The programme originally covered only the Asian and Near-Eastern countries. In 1954 it was expanded to include Russia, East Europe and Africa. Up to 1960-61, 911 young men and women had received awards. About 40 per cent of the fellows have been granted extensions of their original fellowships, often to permit travel abroad or study

in the field. Over 600 have now completed their fellowships. Nearly half of them are now engaged in teaching or research in the colleges or universities.

18. It will be clear that the impact of these fellowships has been very great. A high proportion of the younger generation of university teachers of these subjects are Ford or Rockefeller fellows, while many are doing pioneer work in the schools. Without this assistance to bridge the long period of study between the B.A. degree and the M.A. and Ph.D. qualifications, the universities would have been unable to build up the necessary staffs.

19. Between 1945 and 1956 most of the Carnegie Corporation's support was directed to setting up centres in about a dozen institutions. Since 1956 greater emphasis has been laid on encouraging undergraduate studies of these areas. Support has also been given to students who wished to visit Russia, through an Inter-University Committee on Travel Grants. The Corporation is also specially interested in African studies, and has given grants for development studies in Commonwealth countries. More recently more research grants have been given to American scholars for the study of economic and political development in the new societies of Africa.

20. The Rockefeller Foundation has also made another contribution to the formation of informed public opinion on this subject. In 1952 and 1954 the Foundation gave a grant of \$135,000 to the Modern Language Association of America for a survey of foreign language teaching in America. The findings of the Association on how little was being taught, and what ought to be done, had an important influence on the provisions of the National Defence Education Act a few years later.

### The National Defence Education Act

21. The efforts of the Foundations cover the first phase of the post-war expansion. The second phase has been backed by government funds under the National Defence Education Act (N.D.E.A.) which was passed in 1958.

22. This Act is one of the results of the Americans' sudden realisation that the Russians were outdistancing them technically and were thrusting politically into the underdeveloped countries. It was designed to support a "crash" programme of educational development mainly in the teaching of science, mathematics and modern languages in schools and universities. \$1,000 million was authorised to be spent before 1961-62, of which about 30 per cent is for institutions of higher education and for students attending them. The Sputnik, with its implications of faster scientific progress in Russia coupled with unfavourable reports of American activities abroad, due to lack of knowledge about foreign countries, gave the final boost to this self-criticism and helped to secure the large appropriations necessary to finance the aims of the Act.

23. It is of particular interest that the National Defence Education Act puts on a footing of equal national importance the education of students of certain key foreign languages and that of students of science, mathematics and engineering. In the western world it is rare for any of the humanities to receive so high a priority.

24. In the field of Slavonic and Oriental studies the Act has four means of helping the universities. These cover centres at the universities, fellowships, language institutes and teaching aids.

### Centres

25. Under the Act it is possible to designate centres at universities which can receive financial support for new or expanded activities. These activities include instructional services, library acquisitions, travel by centre staff to the country or region with which the centre is concerned and travel of a foreign scholar to the centre to serve on the staff. Such support is negotiated on a contract basis, and the Government pays up to 50 per cent of the costs for the new or expanded services. In 1959-60 19 such centres were designated at a cost to the Government of \$500,000, plus \$500,000 raised by the universities. In 1960-61 the total number of centres was increased to 46. These cost the Government \$1,575,000 and the universities almost as much. It is not expected that the number of centres will be increased much beyond 46.

## Fellowships

26. To enable more students to study the more difficult languages and related studies there is a scheme of graduate Fellowships. By August 1959 171 awards had been made. Twenty-two of the fellowships were in Arabic, 32 in Chinese, 10 in Hindustani, 24 in Japanese, 14 in Portuguese and 69 in Russian. For 1960-61, the second year of the programme, nearly \$1,700,000 was appropriated for graduate Fellowships and 476 awards were made. The Fellowships average more than \$3,000 for each student for an academic year, including allowances for dependants. In view of the age of the students, dependants' allowances are important.

## Summer language institutes

27. These institutes are designed to give intensive language training during a period of some eight weeks, and are designed primarily for teachers or prospective teachers. They are run by the universities. Twelve such institutes operated in 1959 at a cost of \$1.05 million, including two teaching Russian. The other courses were in languages more normal to the school curriculum, such as French and German. The cost includes maintenance grants to the teachers during the course on a fairly generous level. In 1960 37 of such institutes were operated, serving about 2,000 teachers, at a cost of \$2,679,804. Teachers of Russian received training at two of these.

28. In addition 4 full-year institutes were operated in 1959-60 at a cost of \$550,000, and in 1960-61 5 such institutes were organized, costing \$640,000. In each year one institute was devoted to training new teachers of Russian.

## Preparation of materials for language teaching

29. The Government also contracts for the preparation of instructional materials for schools and colleges, including language tapes, grammars, readers, dictionaries, textbooks and tests. Of \$6,500,000 appropriated in 1959-60 for studies and surveys, experimentation, and developing materials, over \$5 million was contracted for materials.

30. The chief emphasis of the Act was on language training, and six "critical" languages have been designated for preferential treatment. These are Arabic, Chinese, Hindustani, Japanese, Portuguese and Russian. In nearly all cases it is essential that the centres should teach one or more of these languages but the scope of the centres has been broadened to include what are known as "area" studies, so that the history, government, institutions, economics, anthropology and other facets of the areas are included in the field of study of the centres. In addition to the six critical languages, which have the highest priority, a further 18 languages have been selected as having second highest priority. These include other Slavonic languages and languages of India, Africa and the Middle East.

## Demands for staff

31. It is the policy of the Government to spread the centres widely. It is a policy of dispersal, rather than of concentration on universities which have already pioneered in these fields. While many centres designated under the N.D.E.A. are already recognised in this field, the U.S. Office of Education is also prepared to support applications from universities to whom this is a new departure. They are particularly ready to do so if the university is geographically distant from others studying these languages, or is prepared to do work in an unusually unusual field.

32. The National Defence Education Act covers only the period up to 1961-62 and the future is uncertain. Most universities have, however, assumed that aid will continue to be forthcoming after the end of this period.

33. It will be clear from this description of the Act that the United States has embarked upon a very large expansion of Slavonic, Oriental and African studies, and that this expansion is not inhibited by lack of funds or apprehension that the trained manpower will be insufficient to meet it or unemployed at the end of it. In designating 46 centres it is clear that very heavy demands are going to be made on scarce manpower,

and that universities will be competing avidly for teaching staff including staff from countries outside the United States.

34. The number of students learning Russian has risen steeply in recent years and it appears probable that America will be able to meet most of the demand for university teachers in Russian language and other Russian studies from its own resources. It appears impossible that it will be able to do so for the next five years or so for other east European languages and studies, or for those related to Asia and Africa. It is, therefore, inevitable that scholars from Europe will be invited to assist in this process of development, so as to offset the shortage of American nationals.

35. British universities can therefore expect an increase in the pressure on their staffs to leave their British posts and to cross the Atlantic. Before leaving for America we had been warned that the pressure was already being felt. Our discussions with the U.S. Office of Education and with American universities confirmed these warnings, and emphasised the need to help the universities in this country to retain the men and women they have trained, until they have recruited more young scholars. The danger to the work of the universities in Great Britain is one of the important findings of our visit.

#### Centres and area studies

36. At most of the universities we visited there were one or more centres or institutes which were the focal point of studies of an area, say of Russia and eastern Europe, the Middle East or the Far East. In some, preliminary steps were being taken to set up further centres or institutes. The administrative and academic arrangements differed in detail from one university to another, but most of them followed the same broad pattern.

37. In general the centre was regarded as the focus of the work, and the funnel through which foundation or government funds could reach the university. A centre might have only the Director and secretarial staff as full-time members. Elsewhere two or three staff, such as historians, political scientists or linguists, might have been recruited specially for the centre. If so their salaries would be paid from the foundation or government grant. In nearly all cases these staff were also attached to the normal teaching departments. Sometimes staff were paid partly by the departments and partly by the centre. All universities laid great stress on using the departmental structure wherever possible, so that staff who worked in the centre were also accepted by a department and had duties and contacts within that department. In many cases teachers who had in the initial stages belonged to and been paid from centre funds alone have been taken over by departments, and are now paid wholly or partly by them.

38. In most centres the arrangements were designed to achieve two objectives. One was to give a special body—the institute or centre—a clearly defined responsibility for developing studies of the language, literature, history, institutions and so on of the area in which it specialised. The appointment of a director crystallised this responsibility. The other was to permeate the body of the university as a whole, and to stimulate interest in these fields within the normal departments. The specialist in Chinese history would mix with other historians in the history department. The specialist in Middle East politics would meet fellow experts in political science who were concerned with western political institutions. Great stress was laid by the various directors of the centres on the importance of ensuring that the staff who were working in centres were attached to and sponsored by the departments in this way. The centre could thus narrow its separation from the normal stream of university life, and the risks and jealousies of creating a body foreign to the normal pattern of university life were reduced.

39. As far as the Sub-Committee could judge both the policies of instigation and of permeation had met with much success. The nucleus of the centre with one or two individuals with clear responsibilities, the existence of funds for research, for travel, and for inviting visiting scholars did provide a valuable impetus. At the same time the process of permeation was also vigorous. Staff who had originally been recruited for the centre

were increasingly being paid by and teaching in the normal departments. The numbers of courses for graduate and undergraduate students covering these areas had greatly increased.

40. In addition to staff there were usually students attached to each centre. Generally these were post-graduate students who were working for a M.A. degree or a Certificate in Area Studies lasting two or three years. The nature of these courses varied, but usually the arrangement was to give students intensive teaching in the language of the area, and to consolidate their knowledge of the discipline of their choice—history, economics, literature, political science and so on. In the early days few students had studied these languages as undergraduates, and much time had to be devoted to language teaching. More recently a number are starting their language studies before graduation. The objective of the post-graduate course was generally to enable them to specialise in their discipline, and to be able to understand the language of the area so as to use original sources for their study.

41. After the M.A. degree or certificate, many of these students continue to work for their Ph.Ds. Responsibility for this stage of their work is then passed back to departments as for other Ph.D. students. In studying for the Ph.D. these students would normally prepare a thesis based on original documents in the language of the area. While not officially under the centre's umbrella, they would usually keep in close contact and use the centre's own library, if this is separate from the university library.

42. It is assumed that research is an integral or dominant part of the work of each centre. In some cases it is the only function. Generally this research follows the normal pattern except that the funds of the centre permit an extra freedom for such work. The various research projects naturally concentrate on subjects related to the area covered by the centre. The words "area studies" are in frequent use as a description of the work of the centres. They are easily misunderstood. They are used to mean a group of teachers and students who are all interested in and pursuing their separate studies about the same area of the world. They do not generally imply that joint research projects of the area are being pursued by groups. The common denominator is the mutual interest of scholars and students in the same geographical area, be it Russia, the Middle East, the Far East or, more rarely, Africa.

43. The assumption on which the centres are based is that scholars attached to the same centre but working independently as historians or economists or philologists will meet and cross fertilise each other's ideas, and that students will gain a similar experience. Certainly the teaching staff appeared to be in closer contact with experts in other disciplines than would normally be the case. Only at the University of Washington were we informed of more deliberate and regular attempts to bring the research work of scholars in one discipline under discussion by scholars of different disciplines.

44. In the Institute at that University, which exceptionally combines the study of Far Eastern and Russian studies in one centre, it is common practice for teaching staff and senior students to meet together to discuss papers or parts of books written by members of the Institute. The historian will, for example, have his work discussed and dissected not only by fellow historians but by members of other faculties. The final outcome is the individual's own responsibility. During preparation he will have had the benefit of criticism by experts in other disciplines.

45. Even if research usually falls within the discipline of its originator, the subjects of research and the direction of the individual's inquiries may be profoundly affected by his contacts within the centre with experts in other disciplines. Research projects are deliberately orientated in this way in the Russian and Far Eastern Institute in the University of Washington. They are, no doubt, similarly orientated elsewhere. The historian who works on historical problems in a history department will pose his research in the context of the historian alone. Working in a centre, where he is in contact with economists or political scientists or anthropologists who are interested in the same area of the world, he may consciously or unconsciously approach his subject of research from a different point of view. And he may do so in a way which makes it possible for his colleagues in other disciplines to contribute to his work and to stimulate

his ideas. At the University of Washington research projects are framed to elicit this contribution. Similar efforts have been made in the School of Oriental and African Studies in London. This kind of interdisciplinary approach to research is one of the most interesting and rewarding products of the American centres.

#### Value of area studies

46. Area studies, in their American context, can therefore be taken to mean a group of scholars, and usually a group of M.A. students as well, who are loosely attached to a centre or institute, and who are all using their own disciplines to pursue studies related to that area. Normally it is assumed that the scholars will already have, and the graduate students will be on their way to, a command of the language or languages of the area. Implicit in these developments is the assumption that knowledge of the language is a stepping stone to fuller understanding of the culture, civilisation and political development of these countries.

47. The American centres are orientated towards the modern world and to the languages as read and spoken in these overseas countries now. This is not to say that they are wholly contemporary in their emphasis: classical Chinese and Arabic may for example be studied as well as the more modern forms. The history and literature of earlier periods may be studied as well as more recent events. But on the whole the main concentration of work is on nineteenth and still more on twentieth century studies. The majority of the books which have been published and the theses which have been undertaken have been on modern subjects; a high proportion of the students are studying recent political and economic trends; the emphasis is on the language of present-day governments and newspapers.

48. Many universities preserve the less contemporary aspects of these studies in the ordinary departments. The department of Oriental Languages may, for example, have a long tradition of classical studies. Ancient History may be covered by the History department.

49. This modernist approach of the centres is of some importance in comparing work in American and Canadian universities with that in Great Britain and Europe. In Great Britain the character of these studies lies between the modernist outlook of America and the more classical or orientalist traditions of Europe, but nearer to Europe than to America. American experience suggests that interest in these studies and the number of students may increase sharply if the colloquial versions of the languages can be learned as well as the classical, and there is more opportunity to study the modern history and modern developments of these countries over the past 150 years.

50. It is for British universities to weigh the advantages of giving greater emphasis than at present to modern studies, if they wish to attract more students. A change of emphasis does not mean abandoning classical studies. A study of classical Arabic, Persian, Chinese, Sanskrit and Japanese goes very well with the modern. The introduction of the modern language makes possible a more flexible arrangement of courses, and the introduction of some history, sociology or economics. In the History Honours course of London University which relates to Asia and Africa there is a balance between the classical and the modern. This provides one solution to this problem.

51. In America the study of the languages of eastern Europe and Asia is now thought of as a means rather than an end. While it is recognised there, as elsewhere, that expert philologists are necessary if knowledge of the languages and literatures is to be preserved and extended, the emphasis is on the acquisition of these languages as tools for the study of other disciplines than as an end in itself. The teaching of the languages is therefore adapted to give a working knowledge for reading and speaking.

52. Ten years ago very few students in America had learned any "hard" languages during their undergraduate years. The languages had to be learned from scratch during the first post-graduate years. A two-year M.A. course which included the learning of Russian, Arabic or Chinese was likely to be either very arduous or superficial. Critics of the certificates or M.A. degrees in Area Studies suggest that the courses give a poor

qualification for those who aspire to university posts, because they attempt too much. The validity of this criticism varies from university to university depending on the standard of the M.A. degree and the length of study it demands.

53. As far as Russian studies are concerned, universities are attempting to persuade more students to begin language studies at undergraduate level so that the task at M.A. level is less formidable. A few centres of Russian studies can now insist on some preliminary knowledge of Russian before beginning the M.A. course. This is more difficult for the other unusual languages, since fewer study them as undergraduates. Other universities recognise that the M.A. course in Area Studies must continue for three years if the student's knowledge of his chosen discipline is to bear comparison with other M.A. degrees in the university for which a "hard" language is not a special requirement. The price of doing Area Studies well is, at present, an extra year at the university after graduation compared with students whose degrees do not include a "hard" language.

54. With the time at the Sub-Committee's disposal it was not possible to make any accurate assessment of how sound a training these Area Studies provided. Nor could we judge how well the languages were learned. What was clear was that the centres with their emphasis on recent developments in these countries and the study of the modern versions of the languages had succeeded in making themselves felt in the universities and in attracting a fair number of students. It was also clear that until more students studied these languages at school or as undergraduates Area Studies would often involve a three-year period of study if the M.A. degree was to give a reasonable mastery of the language and of the chosen discipline. Only exceptional language gifts or a great intensity of work could telescope the three years into two.

## Africa

55. In the past the interest of the Americans, apart from missionaries, in Africa has been small for a variety of reasons. And even in the last war it barely came within the sphere of American military operations except along the Mediterranean seaboard.

56. This lack of contact is reflected in the developments in the universities. Only one among the universities visited by the Sub-Committee did work concerning Africa on any scale, though there are others which the Sub-Committee did not visit where more work is being done.

57. A number of universities had small groups of anthropologists, nutrition experts and others who were working on African problems, but they were not usually organised in the more ambitious groupings of an institute or centre. Several universities such as the University of Indiana were working towards this end, in the hope of creating an African Centre, and were gradually building up experts on Africa on their staff. In most universities the numbers of students was very small. Usually there was no teaching of African languages, but occasionally students could learn one African language, such as Swahili. At present the teaching of African languages is concentrated in the colleges which train missionaries.

58. In spite of the late start, interest in Africa is growing rapidly, and the demand for trained scholars, particularly those with a knowledge of African history, anthropology and sociology, is quickly outstripping the supply. There is already a demand for British Scholars, whose reputation, particularly in the fields of history and anthropology, stands high. This demand is likely to grow.

59. The Americans are, however, training their own post-graduate students for this work. Between 1954 and 1960 the Ford Foundation had given 116 Fellowships in African Studies and most of these men and women will be available for university posts. How far the universities will teach African languages is more doubtful. Only one of the 116 Ford Fellows, up to 1959-60, studied linguistics. The rest were economists, historians, anthropologists, political scientists or sociologists. As things are now it seems unlikely that the teaching of African languages south of the Sahara will figure much in American universities.

## Canada

60. Much of what has been said so far applies to Canada, but not all. There are three universities in Canada where the main concentration of Oriental studies is to be found. Members of the Sub-Committee visited the Universities of British Columbia and McGill. They did not visit the University of Toronto for lack of time and because the main concentration of work there is on classical studies, which is more familiar to English visitors.

61. Canadian universities like the American universities have benefited from the support of the Foundations. Much of the new concentration of effort in Slavonic and Oriental studies owes its origin to large grants from the Foundations. Government money is not forthcoming under any instrument such as the National Defence Education Act in the United States. Recent legislation has released certain valuable funds to the universities, but these are not on the scale or directed so single-mindedly to the expansion of Oriental and Slavonic studies as in the United States.

62. Fellowships are also not available on the same scale. The Ford Foundation has given some fellowships to Canadians, but only in very modest numbers compared with those to Americans. There is nothing comparable to the N.D.E.A. fellowships. The Canadians spoke of the lack of such fellowships as a serious stumbling-block to progress.

63. Two developments require special mention. At British Columbia there has been a quite startling increase in the number of students learning Russian. This has increased from small numbers to 400 in 1956 and 900 in 1959-60. Many of these students will not pursue their studies very far, but the numbers reflect a sharp increase in interest, and will affect the growth of Russian teaching during the undergraduate years. This will underwrite post-graduate work, and facilitate work for advanced degrees. A fair number of advanced students can be expected from a total of 900 undergraduates learning Russian.

64. At McGill the Centre of Islamic Studies attempts a form of integration of east and west not so deliberately fostered in the United States. Half the staff are Muslim. As far as possible equal numbers of students from the Middle East and from Canada are accepted each year, about six of each. The aim is to increase mutual understanding and to assist the nationals of the countries of the Middle East to study their own problems with a certain detachment. These countries are in a state of political and economic ferment and it is valuable to give some students the opportunity to see their problems in a wider context.

## General conclusions

65. After a period when the universities in the United States were mainly dependent on the Foundations, the National Defence Education Act has accelerated the development of Oriental, African and Slavonic studies by providing generous financial support. The money given to these centres will mean more teachers and more research. There will also be more money for summer institutes and for work on grammars, dictionaries and other essential tools of learning.

66. This great expansion of work in the universities has its critics in America. There are those who consider that the freedom of the universities to choose their own lines of expansion is being unduly influenced by the funds provided by the Foundations and the Government. In the language of Britain these funds are "earmarked", and such outside influences on university development are regarded with apprehension by those who are not the direct recipients. This is a familiar problem in Great Britain.

67. There are also those who dislike the heavy bias in these developments on recent or contemporary affairs. They fear that fundamental scholarship will be adversely affected if the balance between classical and modern languages and earlier and more modern history and political thought is not kept more evenly weighted. Others regard the centres as little more than skilfully constructed devices for collecting money rather than as new instruments of scholarship. Some M.A. degrees in areas studies are regarded as superficial, because they give insufficient time for the proper study of either

language or discipline. The volume of research has also increased very rapidly on the strength of the funds received from the Foundations and the Government and some people consider that a good deal of this research work is of doubtful value.

68. It is not for a group of British visitors after a three weeks' tour to attempt to support or refute these critics. All new developments have their opponents. So large an expansion into new fields could not have taken place without meeting difficulties or arousing criticism. As outsiders we can, however, applaud the vitality of these efforts and approve the intention behind them: that Americans shall better understand the world in which they play so influential a role. We can also select from this experience ideas and lessons which are of value to this country. These ideas and these lessons are discussed in Chapter IX.



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